

IMPROVING LIVES SELECT COMMISSION

Venue: Town Hall, Moorgate
Street, ROTHERHAM.
S60 2TH

Date: Wednesday, 22nd January, 2014

Time: 1.30 p.m.

A G E N D A

1. To determine whether the following items should be considered under the categories suggested in accordance with Part 1 of Schedule 12A (as amended March, 2006) of the Local Government Act, 1972.
2. To determine any item(s) the Chairperson is of the opinion should be considered later in the agenda as a matter of urgency.
3. Apologies for absence.
4. Declarations of Interest.
5. Questions from members of the public and the press.
6. Communications.
7. Minutes of the previous meeting held on 18th December, 2013 (Pages 1 - 5)
8. Scrutiny of current arrangements to counter child sexual exploitation in Rotherham. (Pages 6 - 82)

Documents: -

- Cover report (attached);
- Appendix A - Recent CSE reviews and inspections reports – summary of recommendations (attached).

Background documents: -

- Review of the response to child sexual exploitation in Rotherham, conducted by Steve Ashley, Independent Chair of Rotherham Local Children's Safeguarding Board (Published Jan 2014) (attached).
- Her Majesty's Inspectorate of Constabulary (HMIC) South Yorkshire Police's Response to Child Sexual Exploitation – Findings of an inspection commissioned by the Police and Crime Commissioner (Published Nov 2013) (Executive summary attached).

- **Link to full document:** <http://www.hmic.gov.uk/publication/south-yorkshire-police-response-to-child-sexual-exploitation/>
- Barnardo's Rotherham Practice Review Report (Published October 2013) (attached).
- “If only someone had listened” Office of the Children’s Commissioner’s Inquiry into Child Sexual Exploitation in Gangs and Groups (Published November 2013) (Executive Summary attached).
 - **Link to full document:**
http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=1&ved=0CC0QFjAA&url=http%3A%2F%2Fwww.childrenscommissioner.gov.uk%2Fforce_download.php%3Ffp%3D%2Fclient_assets%2Fcp%2Fpublication%2F743%2FIf_only_someone_had_listened_Office_of_the_Childrens_Commissioners_Inquiry_into_Child_Sexual_Exploitation_in_Gangs_and_Groups.pdf&ei=YDXQUqPnDs6T0QXrhIGABQ&usq=AFQjCNGQd0sIFE2ecqRSKTdBNdW0FMo20A
- For information: - Report to Cabinet (6 November 2013) RLSCB Child Sexual Exploitation Action Plan 6 Month Progress Report
<http://moderngov.rotherham.gov.uk/documents/s89825/RLSCB%20Child%20Sexual%20Expolitation%20Action%20Plan.pdf>

9. Date and time of the next meeting: -

- Wednesday 12th March, 2014, to start at 1.30 p.m. in the Rotherham Town Hall.

Improving Lives Select Commission membership: -

Chairperson – Councillor G. A. Russell

Vice-Chairperson – Councillor C. Read

Councillors Ali, Astbury, Buckley, Burton, Clark, Dodson, Donaldson, J. Hamilton, Kaye, Lelliott, License, Pitchley, Robinson, Roddison and Sharman.

Co-opted members: - Mrs. A. Clough, Mrs. Blanch-Nicholson, Mr. M. Smith, Parish Cllr N Tranmer, Ms. J. Jones, Mrs J Fitzgerald.

IMPROVING LIVES SELECT COMMISSION
Wednesday, 18th December, 2013

Present:- Councillor G. A. Russell (in the Chair); Councillors Buckley, Burton, Clark, J. Hamilton, Lelliott, Read, Roddison and Sharman and Co-opted members Mrs. A. Clough (ROPES) and Mr. M. Smith (Safe@Last).

Apologies for absence had been received from Councillors Ali, Astbury and Kaye and Co-opted member Ms. J. Jones.

36. DECLARATIONS OF INTEREST.

There were no Declarations of Interest made at this meeting.

37. QUESTIONS FROM MEMBERS OF THE PUBLIC AND THE PRESS.

There were no questions from members of the public or the press.

38. COMMUNICATIONS.

Nothing was raised under this item.

39. MINUTES OF THE PREVIOUS MEETING HELD ON 6TH NOVEMBER, 2013.

The minutes of the previous meeting of the Improving Lives Select Commission held on 6th November, 2013, were considered.

Resolved:- That the minutes of the previous meeting of the Improving Lives Select Commission be approved as an accurate record for signature by the Chairperson.

40. SCHOOL ORGANISATION - UPDATE.

Further to Minute No. 29 of the meeting of the Improving Lives Select Commission held on 24th October, 2012, consideration was given to a report, presented by the Principal Officer – School Organisation, describing the provision of school places throughout the Rotherham Borough area, in response to the increasing pupil numbers and pressure on school places, especially in the primary school phase.

The report provided details of the way in which additional school places would be made available, most often by the expansion of existing schools and also by the construction of a number of new primary schools. These details were provided in respect of each of the Borough's learning communities of schools. The report referred to proposals to build new primary schools at Eastwood (central Rotherham), at Bassingthorpe Farm (Greasbrough) and within the developing community at Waverley, near Catcliffe. Funding for the capital cost of school building projects would be met from the 'Basic Need' allocation to the Council from the Government's

Department for Education. Some additional funding was also available from agreements made in accordance with the provisions of Section 106 of the Town and Country Planning Act 1990.

The Principal Officer outlined that, in addition to the school expansions detailed in the report, other areas of the Borough were considered under a watching brief and their school place capacity would be monitored.

If all of the school expansions currently undergoing consultation were approved, a total of 945 additional permanent primary school places and 195 additional temporary primary school places would have been created.

The submitted report outlined the total new arrivals to the Borough during the academic years 2007/2008 to 2011/2012 and the numbers of families who had been admitted to school. For the school year 2012/2013 data was currently unavailable. The report noted the mobility of the newly arrived families. The Local Authority had secured temporary external funding for the role of EU Migrant Community Engagement Officer to support the families in attending educational provision.

It was noted that the data for new arrivals to the Borough during the 2012/2013 academic year had not been made available. The Chairperson wished to record that she felt this was unfair on the Local Authority as it made scrutiny of service planning, including capacity planning, and subsequent evaluation, difficult.

The report noted the number of applications that had been processed relating to the 2013/2014 school year, relating to the transfer groups and in-year transfers.

The Fair Access Protocol that the Local Authority was administering to place vulnerable children in a school was also considered.

Discussion ensued and the following issues were raised by members of the Improving Lives Select Commission: -

- **The Waverley housing development was planned over three-decades. Was the school place strategy flexible?** – Yes. Meetings and communications were on-going and all stakeholders were welcome to contribute to these.
- **How were the proposed additional seventeen classrooms at Wickersley School and Sports College being funded?** – Through the Targeted Need funding bid made to the Department for Education.
- **In Rotherham's rural villages, a family failing to get a school place could have long-term implications for the community integration, especially for the child/children involved.**
- **How were working relationships with Academies shaping up?** – All Schools in Rotherham remained signed-up to the principles of Transforming Rotherham Learning. Centrally provided services

could be bought-back by Academies and would be subject to Service Level Agreements.

- **Was the Service confident that there was sufficient school places where they were required?** – As far as possible, yes the Service was confident. The Service's plans had been judged to be sound by external assessors.
- **Was staffing in schools a consideration when they were being expanded?** – The provisions of the Infant Class Size Legislation were considered for all classes up to the end of Year Two, and classes were usually expanded in multiples of 15 to ensure that classes operated with a maximum of thirty children in them. When schools did expand they usually had to apply to the Rotherham Schools' Forum to cover all of the staffing costs in the period before the school generated its own budget based on pupil numbers.
- **Cases had been reported where siblings had not been offered places in the same school. This had negative effects on families.** – Four schools had not been able to accommodate the siblings applying to the reception class of children already in school in the 2013/2014 academic year. The catchment areas of these schools had been analysed to try to avoid similar situations in future academic years.
- **What impact were new arrivals having on school places?** – Although the numbers and movement of newly arrived families was hard to predict, increasing levels of data was helping the planning process. Rotherham also participated in regional forums. Targeted Needs funding bids were being utilised to ensure that sufficient places existed in the right areas.
- **The possible uses of Section 106 funding.**
- **Academies were their own admission authorities, how did this impact on the planning of the Local Authority?** - All academies were currently working with the Local Authority in Rotherham.
- **Children who had attended a Nursery school were not guaranteed a place in the school's reception class which seemed unfair.** – Advice had been taken from the Department for Education on this matter and whether it would be possible to make attendance in the Nursery provision (Foundation Stage One) criteria for admission to the reception class (Foundation Stage Two). The Department for Education had advised that this could lead to unfairness in the system as not all schools had nursery provision and this could impact on children who were not able to attend their catchment area school.

Councillor Russell thanked the Officer for attending and their informative presentation and contribution to the discussion.

Resolved: - (1) That the report be received and the information noted.

(2) That an update in one year's time in relation to school organisation be presented to the Improving Lives Select Commission.

41. SAFEGUARDING ADULTS - ANNUAL REPORT 2012-2013.

Further to Minute No. 38 of the meeting of the Cabinet Member and Advisers for Adult Social Care held on 21st October, 2013, consideration was given to a report, presented by the Safeguarding Service Manager – Safeguarding Adults, stating that the Rotherham Safeguarding Adults Board produced an Annual Report of safeguarding adult's activity. The Board has ratified this report for publication to all partner agencies and for publication on the Council's website.

Consideration was given to the contents of the Rotherham Safeguarding Adults Annual Report 2012/2013.

Discussion ensued on the presentation of the annual report. The following points were raised about the content: -

- Was there enough representatives of voluntary sector groups on the Board's constitution and were all areas of the voluntary sector represented?
- Was there one common definition of 'abuse' that was shared and understood by all agencies?
- Warden Service – information sharing and communication.
- Was there a sufficient workforce across all sectors to deliver what was needed to protect vulnerable adults?
- Was the need to achieve efficiency savings likely to negatively impact on the ability of all services to adequately protect people from preventable harm?
 - All Agencies had measurements that would provide alerts to monitor performance. Multiple alerts would trigger that something was wrong. The Contract Compliance Officers were charged with ensuring that the Care Quality Commission's standards were met and had the ability to end placements and close provisions where necessary and they had used these powers in the past.
- The report should make reference to the numbers of people who had been supported over the year and how many people were safe.
 - A victim-led investigation process followed all reports of safeguarding concerns. Victims were visited and assessed within twenty-four hours, although this was often immediately after a concern had been reported.
- Was the profile of who reported concerns reflective of the ethnic make-up of the Borough?
 - No. The vast majority of reports were made by the White British community. An advertisement campaign had been undertaken aimed towards the British Asian community and was beginning to see results.
- How were the best interests of people with learning difficulties and mental health issues represented?
 - Even if individuals did not have the capacity to make

decisions about their care they were always at the centre of the care planning process.

- Were all staff adequately trained?
 - It was a contractual requirement that all staff were trained at all times. Training records were maintained and the Council provided electronic-learning packages that were mandatory requirements across all posts within the Neighbourhood and Adult Service's Directorate and recommended training across the other Council Directorates.
- Would CCTV be placed in residential homes?
 - Not usually, as there were legislative issues. However, if somebody was a victim of anti-social behaviour, for example, they may be installed in their home for their own protection and the evidence gathering process. This would be in conjunction with the Safer Rotherham Partnership.

Councillor Russell thanked the Officers for attending and their informative presentation and contribution to the discussion.

Resolved: - (1) That the report be received and its content noted.

(2) That each Safeguarding Adults Board Annual Report be considered by the Improving Lives Select Commission.

42. IMPROVING LIVES SELECT COMMISSION - WORK PROGRAMME UPDATE.

Further to Minute No. 5 of the meeting of the Improving Lives Select Commission held on 12th June, 2013, consideration was given to a report, presented by the Senior Scrutiny Adviser, providing details of the progress with implementation of this Select Commission's work programme for 2013/2014.

The report included the progress against the 2013/2014 work programme, including the areas that had been covered and those still to be undertaken.

Discussion was undertaken about the following meeting of the Improving Lives Select Commission to be held in the New Year.

Resolved: - That the report be received and its content noted.

43. DATE AND TIME OF THE NEXT MEETING: -

Resolved:- That the next meeting of the Improving Lives Select Commission take place on Wednesday 22nd January, 2014, to start at 1.30 p.m. in the Rotherham Town Hall.

ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS

1. Meeting:	Improving Lives Select Commission
2. Date:	22 January 2014
3. Title:	Scrutiny of current arrangements to counter child sexual exploitation in Rotherham
4. Directorate:	Resources All wards

5. Summary

As part of its work programme, the Improving Lives Select Commission agreed to hold a single issue meeting focusing on how agencies in Rotherham work together to counter CSE in Rotherham and the actions taken to keep children and young people safe.

The attached reports detail findings and recommendations from recent reviews into the activities of key agencies. A presentation will give an overview of the findings and response of agencies.

Members are asked to consider the reports together with an overarching presentation.

6. Recommendations

That Members:

- a. Comment Receive on the presentation and reports;**
- b. Forward any comments arising from the presentation and reports to the Cabinet Member or agency for consideration.**

7. Proposals and details

- 7.1 Child Sexual Exploitation (CSE) has a serious long term and lasting impact on every aspect of a child or young person's life including their health, physical and emotional wellbeing, educational attainment, personal safety, relationships, and future life opportunities.
- 7.2 In June 2013, the Improving Lives Select Commission received a report detailing the single multi-agency approach taken to counter CSE, as published by Rotherham Local Safeguarding Board. This included the refreshed delivery action plan incorporating the relevant Home Affairs Select Committee (HASC) recommendations. The Commission requested a further update of activity and progress.
- 7.3 Since that point, a number of reports were commissioned into Rotherham's response to CSE. Members are asked to consider the findings and recommendations from the following reports:
- Review of the response to child sexual exploitation in Rotherham, conducted by Steve Ashley, Independent Chair of Rotherham Local Children's Safeguarding Board (Published Jan 2014)
 - Her Majesty's Inspectorate of Constabulary (HMIC) South Yorkshire Police's Response to Child Sexual Exploitation – Findings of an inspection commissioned by the Police and Crime Commissioner (Published Nov 2013):
 - Barnardo's Rotherham Practice Review Report (Published October 2013)
 - "If only someone had listened" Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups (Published November 2013)

A summary of the recommendations from each of the reports is attached as Appendix 1.

- 7.4 A presentation has been requested to 'set the scene' in relation to CSE in Rotherham and provide an overview of the wider issues. The presentation will cover:
- National context
 - Local issues which will include:
 - Definitions of CSE
 - Prevalence
 - Recommendations from reviews
 - Actions taken to counter CSE
 - Areas for improvement

8. Finance

There are no financial implications arising directly from this report.

Any recommendations from the Select Commission in relation to these issues would require further exploration by the Strategic Leadership Team and Partners

on the cost, risks and benefits of their implementation.

9. Risks and Uncertainties

The reviews highlight areas for further development work across multi-agencies. Scrutiny should have a role in giving oversight and challenge to agencies to ensure that these improvements are delivered and children and young people safeguarded.

10. Policy and Performance Agenda Implications

Ofsted Inspection Framework 2013

RMBC Corporate Plan (2013-16)

- Protecting our most vulnerable people and families, enabling them to maximise their independence
 - we will protect children and young people, vulnerable people and families from all forms of abuse, violence and neglect
 - we will identify need and support children, young people and their families at the earliest possible stage

11. Background Papers and Consultation

As outlined in 7.3

12. Contact

Caroline Webb, Senior Scrutiny Adviser (x22765)

caroline.webb@rotherham.gov.uk

RECENT CSE REVIEWS & INSPECTIONS REPORTS – SUMMARY OF RECOMMENDATIONS

Barnardo's Rotherham Practice Review – Nov 13

- 4.1 We recommend that all key managers and Council members revisit the vision and strategy to establish if the original intentions are effective and delivering the expected changes.
- 4.2 A clear media and communication strategy be developed that all agencies and key personnel share and work towards.
- 4.3 A named designated manager be identified to manage the day-to-day activities and shape service delivery of the CSE specialist co – located team.
- 4.4 In line with the action plan, the positioning of a police analyst within the co-located CSE team.
- 4.5 The CSE specialist co – located team to undertake monthly team building and clinical supervision in order to assist in the team's development and understanding of various disciplines and to support the relatively new team in bonding together, understanding each other's roles and developing a shared model of work in practice to meet the needs of sexually exploited young people.
- 4.6 The implementation of a South Yorkshire wide CSE Risk Assessment tool.
- 4.7 Development of a participation strategy for young people and their families involved/ at risk of CSE.
- 4.8 It is recommended that the training strategy be widened and adopt a "train the trainer" approach to include all faith groups and communities, including the local business community.
- 4.9 Annual review of service provision as a way of ensuring that the CSE action plan and CSE strategy are implemented and are effective.

PCC HMIC Review 2013**Immediately**

The force should review the management of cases by staff in the dedicated child sexual exploitation teams, and ensure this always complies with statutory child protection guidance.

The force should communicate and explain to the PCC, staff and other interested parties the delay in deploying the ten additional child sexual exploitation officers to the districts.

Failure to fill a vacant post in the Rotherham team that manages sex offenders means that the remaining officers face an unmanageable workload. The force should review the team to ensure that it has sufficient staff to manage sex offenders in line with national guidance.

The force should review the staffing arrangements within the Hi-Tech Crime Unit, to ensure these are sufficient to manage effectively the demands of a thorough and comprehensive child sexual exploitation strategy.

The force should audit its response to child sexual exploitation, to assess whether the changes it is making are having the desired effect (i.e. of improving outcomes for children), and to identify any further work that is required.

Within three months

The force should review its internal communication regarding child sexual exploitation and ensure that clear, consistent messages are passed to all officers and staff. The messages should ensure that everyone knows which chief officer is the lead on tackling child sexual exploitation.

The force should review the tool used to assess the risk of child sexual exploitation to ensure it provides the best possible reflection of the level of risk faced by victims. This could involve additional training for those using the tool, or a change to the scoring mechanism used to calculate the level of risk.

The force should translate the PCC's strategic priorities into operational delivery on the ground.

The force should review the workloads of all staff within public protection units to ensure they have the capacity to manage effectively the cases they are allocated. HMIC (2013) *South Yorkshire Police's Response to Child Sexual Exploitation* 35

Within six months

The force should review its training plan to ensure all staff develop and sustain a good understanding of child sexual exploitation.

The force should review the processes in place to respond to child sexual exploitation in all four districts, with a view to creating greater uniformity, and ensuring all areas attain the high standards achieved in the Sheffield district.

The force should review the operation of its local intelligence units to ensure child sexual exploitation is thoroughly

supported by an intelligence approach.
The force should review how it can make better use of research and analysis to support strategies to tackle child sexual exploitation.
The force should review how it monitors the internet for evidence of child sexual exploitation to ensure intelligence opportunities are not being overlooked.

RLSCB Chair Review of response to CSE – Dec 13	
RECOMMENDATIONS	
1)	The role and structure of the Child Sexual Exploitation Team and the CSE delivery plan should be reviewed as part of an ongoing process for future strategic development. In particular, consideration should be given to the; <ol style="list-style-type: none"> Structure Location long term aims and objectives of the team, to ensure clarity of purpose and adequate and appropriate resourcing.
2)	The performance management and governance structures around CSE management requires greater clarity. A mapping exercise of current structures, together with a more proactive and intrusive performance management regime, should be considered by all agencies and in particular the LSCB.
3)	Future plans should be communicated to both victims and professionals so that there is no doubt about the seriousness with which CSE is taken. Professionals should be provided with the tools to ensure they are able to support victims in an appropriate and timely manner.
AREAS FOR IMPROVEMENT	
<ul style="list-style-type: none"> The CSE team needs to be provided with a dedicated senior manager. This would ensure better cohesion between Children's Social Care Services, the Police and the CSE team. It would also provide the Borough with a senior person who could deal with all CSE issues and drive through, not only the action plan, but also those recommendations that have been agreed from this and other reports. A 'dedicated' senior manager for CSE may only need to be a short-term appointment but would provide a focus to this work. 	
<ul style="list-style-type: none"> The CSE team terms of reference need to be reviewed and referral thresholds and the response across the continuum of need re-considered. Put simply, there needs to be greater clarity on the role and remit of the CSE team. This should not detract from the hard work already undertaken, but without the required clarity of purpose there is a danger the team will be subsumed in a mountain of referrals and case work and will lose focus. 	
<ul style="list-style-type: none"> There would be some obvious advantages to moving the CSE team to a more suitable location. I accept this would require a massive commitment, particularly from the Police and Local Authority, which may be unrealistic at this time, but should nevertheless be given due consideration. 	
<ul style="list-style-type: none"> The CSE team needs to develop closer links with the Integrated Youth and Support Service to ensure that they continue to develop a 'Prevent' approach to their work and they should undertake a 'needs' assessment and mapping exercise of available support. 	
<ul style="list-style-type: none"> Whilst the CSE strategy is clear the associated action plan, whilst comprehensive, lacks some clarity and should be reviewed to ensure that actions and milestones are congruent with SMART criteria. 	
<ul style="list-style-type: none"> The CSE sub group is a practical and effective group. However, it would benefit from a review of membership and terms of reference to ensure it remains strategic in its approach and directs the 'Silver' group to meet the action plan milestones. 	
<ul style="list-style-type: none"> The LSCB is well supported but needs to improve its level of challenge and, in particular, develop a more intrusive and challenging performance management framework. 	
<ul style="list-style-type: none"> The various multi-agency partnership forums need to be reviewed to ensure they all serve a valuable purpose and fit together to improve outcomes at the front end. Each multi-agency forum appears to have been set up in response to a specific problem (for instance the Improvement Panel set up in response to an Ofsted Inspection report) and in some ways they seem to have grown organically. Whilst these groups were all well managed there is confusion, at times, as to their specific purpose and function; and in relation to one another. In other words, there is a need to have unambiguous terms of reference that dovetail to each other, with clear goals and measurable outcomes. This will avoid these groups developing into bureaucratic 'talking shops'. 	

Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups Final Report - Nov 2013

1. The Department for Education should review and where necessary, revise the *Working Together guidance on CSE* (DCSF, 2009). This should include a review of the definition of CSE.
2. Every Local Safeguarding Children Board should take all necessary steps to ensure they are fully compliant with the current *Working Together guidance on CSE* (DCSF, 2009).
3. Every Local Safeguarding Children Board should review their strategic and operational plans and procedures against the seven principles, nine foundations and **See Me, Hear Me** Framework in this report, ensuring they are meeting their obligations to children and young people and the professionals who work with them. Gaps should be identified and plans developed for delivering effective practice in accordance with the evidence. The effectiveness of plans, procedures and practice should be subject to an on-going evaluation and review cycle.
4. There need to be nationally and locally agreed information-sharing protocols that specify every agencies' and professional's responsibilities and duties for sharing information about children who are or may be in need of protection. At the national level, this should be lead and coordinated by the Home Office through the Sexual Violence Against Children and Vulnerable People National Group. At the local level, this must be led by LSCBs. All member agencies at both levels must be signatories and compliance rigorously monitored.
5. Problem-profiling of victims, offenders, gangs, gang-associated girls, high risk businesses and neighbourhoods and other relevant factors must take place at both national and local levels.
The Home Office, through the Sexual Violence Against Children and Vulnerable People National Group, should lead and coordinate the development of a national profile. Local Safeguarding Children Boards should do the equivalent at the local level.
6. Every local authority must ensure that its Joint Strategic Needs Assessment includes evidence about the prevalence of CSE, identification and needs of high risk groups, local gangs, their membership and associated females. This should determine commissioning decisions and priorities.
7. Relationships and sex education must be provided by trained practitioners in every educational setting for all children. This must be part of a holistic/whole-school approach to child protection that includes internet safety and all forms of bullying and harassment and the getting and giving of consent.
8. Through the Sexual Violence against Children and Vulnerable People National Group, the Government should undertake a review of the various initiatives being funded by the Home Office, Department for Education, Department of Health and any others as relevant, in order to ensure services are not duplicated and that programmes are complementary, coordinated and adequately funded. All initiatives should be cross-checked to ensure that they are effectively linked into child protection procedures and local safeguarding arrangements



Rotherham Local Safeguarding Children Board

A review of the response to child sexual exploitation in Rotherham

Stephen Ashley

Independent Chair, Rotherham Local Safeguarding Children Board

December 2013

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Opening Statement

I became the independent chair of the Rotherham Local Safeguarding Children Board on 1st September 2013. I was acutely aware at the time of my appointment that all of the agencies engaged in safeguarding children in Rotherham had been under intense scrutiny around their management of child sexual exploitation.

Leaders of the key agencies were keen to reassure me that a huge amount of work and progress had been made over the last year and whatever the problems of the past, children were now in less danger and perpetrators were at a much higher risk of being detected and prosecuted.

In some regards the facts spoke for themselves. Rotherham had formed an Improvement Group, a multi-agency CSE Team and had a clear CSE action plan and strategy in place. There have been a number of prosecutions for sexual exploitation offences and there are more to come. However, it is my job as an independent chair to test the rhetoric. In other words, I am not prepared to just take people's word for it that they are protecting our children to the standard we all expect. This review is designed to reassure me as the independent chair of the LSCB, and the public, that Rotherham is moving forward and protecting vulnerable children from sexual exploitation and that our leaders are delivering improvement not just talking about it.

It is testament to the willingness to improve and an attitude of openness and self inspection, that on suggesting I would undertake a diagnostic review to determine exactly what was in place to manage CSE, all of the leaders in the key agencies were keen for that work to be undertaken. Furthermore, they have fully supported the process and provided unhindered access to personnel and information. When reading this report credit should be given for the open and honest stance that has been taken and indeed the risk in doing so at a time when the Borough continues to be under national scrutiny.

This review was not established to determine what might have happened prior to September 2013, other reviews currently being scoped and undertaken will do that. This report is designed to provide both partners and the public with a clear and unambiguous current situation report on where Rotherham is in terms of its response to CSE. It aims to describe what the current response is, determine its effectiveness and make suggestions as to what more could be done to further improve those responses.

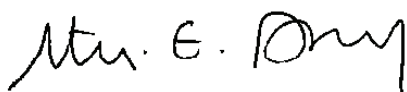
It is perhaps understandable that frontline staff are now suffering from a degree of 'inspection fatigue' with what is perceived as a constant stream of individuals and organisations engaging in review activity that does little to raise morale or reassure staff that they are valued and making a difference. All of the staff I spoke to were passionate about their jobs, understanding of a need for continuous improvement and willing to take new ideas forward. I am confident that their attitude and fortitude will ensure we are able to better safeguard children. A senior representative from Barnardo's said to me "with the passion and determination they have in Rotherham, if it isn't right here it won't be right anywhere".

This review follows reviews by Barnardo's and by Her Majesty's Inspectorate of Constabulary that were undertaken just prior to this piece of work. Where appropriate I have referred to those reports, which together with this report, provide a triangulated view of what the current situation looks like.

Of course all reviews differ in style and in the approach they take. This work is a review and not an inspection. The distinction is perhaps a moot point but my view is that an inspection should take a structured approach, be task focussed, avoid personal opinion and stick to a more regimented style. In other words, an inspection will lay down the expected standards and test whether they have been met. It is the job of Government Inspectorates (HMIC, Ofsted etc.) to undertake this work; it is expensive and resource intensive and will be conducted periodically by the Inspectorates in accordance with their work schedules. In this review we have looked at what is being done, spoken to those engaged in the work and sought to ensure we are satisfied it is being undertaken effectively and efficiently. Where we have seen areas for improvement we have said so. Whilst there has been every effort to ensure that the report is factually accurate, it does contain more 'opinion' than might be expected from a formal inspection process.

I would like to thank all of those who have been involved in this review for their openness and honesty and real enthusiasm to engage in a process that may lead to further improvement.

I believe this report gives a balanced and accurate picture of how child sexual exploitation is being tackled in Rotherham. It deals with one part of the whole safeguarding programme of work. In considering our response to child sexual exploitation, it is important to remember that neglect, and physical and emotional abuse of our children requires the same level of scrutiny and application of effort.



Stephen Ashley

Independent Chair, Rotherham Local Safeguarding Children Board

10th December 2013

1. Introduction

This review has taken place in Rotherham at a time of considerable change both for the Local Authority and the key partners that form the Rotherham Local Safeguarding Children Board (RLSCB). The level and nature of change currently taking place across agencies is unheard of in modern times. Whilst much of this change is driven by current fiscal restrictions, the structural changes involved in most partner organisations are aimed at improving the quality of services whilst also delivering these unprecedented financial savings.

Change in Rotherham is not only driven by current financial restrictions. Over the last 18 months Rotherham has become the focus of public and media concern over the way in which Child Sexual Exploitation (CSE) in the Borough has been identified and dealt with. This attention has rightly focussed on how children in the Borough have been protected from these crimes and abuse, but within the tight fiscal controls that have been set, partners need to ensure that all aspects of safeguarding children and adults are dealt with appropriately. It is reasonable to say that whilst one of the current high priorities is CSE, child neglect, and physical and emotional abuse often brought about by parental alcohol and drug abuse in a setting of domestic abuse needs to receive just as much attention. This does not provide the agencies tasked with dealing with safeguarding children from CSE with an excuse, but it is worth being clear that dealing with and improving the response to CSE must be seen proportionately and in the context of the full picture of safeguarding children.

This report focuses on the response to CSE but acknowledges the reality that professionals, both on a single and multi-agency basis are; responding to a myriad of issues, within tight controls, and having to balance competing priorities and demands. Ultimately, the public have the right to expect agencies to reduce the risk to our vulnerable children to the absolute minimum.

It is fair to say that Rotherham, Derby and Rochdale amongst others were some of the first, but not the only, areas in the country where CSE was seen as an issue and had a high profile. More to the point, both the media and public perception has been that Rotherham has failed to protect children involved in CSE or identified offenders and brought them to justice. Indeed Rotherham has continued to be at the centre of national attention in this area of safeguarding children.

Perception however is not always reality. It is now clear that CSE, in whatever form it takes, and there are a number of ways it can be expressed, is pervasive across the length and breadth of the country. Hardly a week passes without another horrendous case nationally being exposed to the public. Nor do these crimes restrict themselves to one geographical area, social class, ethnic group or model of abuse.

It is now clear that in the past, Rotherham could, and should have done more to protect children from CSE; and the Local Authority has announced its own enquiry into its historical response to CSE. However, from 2010, there has been a significant amount of transformational work undertaken to improve agency responses to this form of child abuse.

For example, in November 2013 there were 23 on going investigations being conducted by South Yorkshire Police in partnership with Rotherham Metropolitan Borough Council (RMBC) and other organisations, and 20 abduction notices issued between 1st April and 30th

August 2013. In addition, partners to the RLSCB have worked together to put in place new governance structures and processes to improve their response and management of CSE in the Borough.

The reality of what Rotherham has faced and the way it has dealt with those problems has been, and continues to be, thoroughly scrutinised. Understandably, the public, politicians and the media want reassurance that the Borough is managed in a way that protects children from the terrible and life changing harm caused by CSE. In some areas of the country there is a mistaken belief that their children and young people are immune from this type of child abuse and associated crimes. Rotherham is all too aware of them and has set about correcting the position and providing effective safeguarding in this area. This report evaluates the partnership response to CSE and assesses the effectiveness of that work to date and determines what more needs to be done, most importantly to protect children, but also to reassure the public that agencies are working together to deal with this scourge in our society.

2. Background and Scope of Review

2.1 Context

This review was conducted in Rotherham at a time when CSE is high on the agenda of the public, politicians and politicians. Rotherham has been at the forefront of this attention for a decade but more specifically since September 2012.

Nationally, there has been a huge amount of work, a list of which is contained at Appendix E.

Locally, a number of reviews have already been conducted into the response of partner agencies to CSE and others are currently being scoped. For the sake of completeness, the reviews that are currently underway, or that have been completed in Rotherham, in 2013, or directly connected to it, are listed below;

Home Affairs Select Committee (HASC)

A local assessment has been undertaken in relation to the Home Affairs Select Committee report findings and further areas for development incorporated into the local CSE Strategy and Action Plan.

South Yorkshire Police and Crime Commissioner

Commissioner Wright has asked requested the following:

- A review by Her Majesty's Inspectorate of Constabulary (HMIC) into the process and structures currently in place in South Yorkshire Police to investigate allegations of Child Sexual Exploitation. The inspection work has taken place and a report published in November 2013.

- The Chief Constable of South Yorkshire Police to set up an additional team of detectives and other specialists to investigate allegations of historic child abuse in South Yorkshire.
- The Chief Crown Prosecutor to conduct a review of all those historic CSE cases across South Yorkshire in which the Crown Prosecution Service was involved and considered criminal charges.

South Yorkshire Police (& RMBC Children and Young People's Services)

Currently engaged in a joint investigation named 'Operation Clover'. It is led by South Yorkshire Police and is into specific historical child abuse allegations / cases in Rotherham dating back to 1994.

Rotherham Metropolitan Borough Council

An independent inquiry is to be commissioned by RMBC into historic Child Sexual Exploitation in Rotherham. The Leader of the council made a formal statement to Cabinet regarding this on 4th September 2013 and a detailed report on who will lead the inquiry, proposed terms of reference and governance and reporting arrangements was presented to Cabinet on 18th September. It is anticipated that this enquiry will commence in late 2013.

Rotherham Metropolitan Borough Council Children and Young People's Services

An independent review commissioned from Barnardo's on Child Sexual Exploitation and Children Missing from Home services in Rotherham, which examines the current multi-agency model of working and effectiveness. The work is complete and publication is expected in December 2013.

The terms of reference of this review and the methodology used is dealt with in the following sections but the context in which the review has taken place is important.

The number and scope of the various reviews recently completed or being undertaken leaves the door open to confusion around exactly what the position is in Rotherham regarding CSE. It is likely that there will be contradictory views around developments, progress and outcomes, and there is a clear danger that any contradiction will be seized upon as evidence of either a 'cover up' or just poor evaluation work.

This review sits amongst a number of other reviews, each with their specific focus, and there is a risk that it will no doubt be judged in an environment that is currently looking to cast blame and produce further alarming stories, and of mismanagement and confusion amongst agencies.

It has been made clear that this review has not used the resources or taken the time that the national inspection teams would do, and as such it has to be accepted that it will not be regarded as an inspection report. However, the review team have been on the ground, have spoken to professionals at all levels and have formed a view, taking cognisance of work that is or has been conducted.

In the circumstances of the prevailing environment this reports seeks to provide an honest and transparent view that should be considered alongside other pieces of work bearing in mind both the local and national context of CSE

2.2 Terms of Reference

The terms of reference for this review were formulated following discussions between; Lead Council Member Councillor Paul Lakin, Chief Executive Martin Kimber, Strategic Director of Children's Services Joyce Thacker and the Chair of the RLSCB, Stephen Ashley.

The Terms of Reference are set out below;

1. To conduct a review of the way in which the member agencies of the Rotherham Local Safeguarding Children Board (RLSCB) work together to identify, manage and deal with Child Sexual Exploitation (CSE) issues;
2. To review current action plans put in place by member agencies in relation to CSE, and assess the effectiveness and current status of those plans;
3. To assess the status of current services in relation to CSE in Rotherham, when benchmarked against the published national standards;
4. To assess the contribution of member agencies to the Rotherham LSCB;
5. To assess the effectiveness of the Rotherham LSCB;
6. To set out proposals for future governance and accountability of CSE issues by the Rotherham LSCB;
7. To review the progress made against recommendations contained in any inspection or review reports concerning CSE conducted in Rotherham from July 2010 (since Operational Central Lessons Learned Review)

The final section of this report will seek to provide reassurance that the terms of reference have been complied with.

2.3 Methodology

The Review Team have conducted their work over a period of 10 weeks from mid-September until the end of November 2013.

The Review Panel consisted of:

- The RLSCB Independent Chair
- RLSCB Business Manager
- Representative from the CSE National Working Group
- Representatives from Barnardo's
- A social work lecturer from the University of Bradford
- A representative from NHS England – South Yorkshire and Bassetlaw
- Cabinet Member for Children, Young People and Families Services

This review is not designed to be a formal inspection, consequently the team did not follow a formal inspection process as used by Ofsted or other national inspectorates. The Team

based the inspection on the terms of reference and sought to gather evidence in the following ways;

- Interviews
- Document requests
- Document review
- Fieldwork site visit
- Case audits and analysis

3. The Partnership Response to Child Sexual Exploitation

3.1 The Rotherham Local Safeguarding Children Board

Local Safeguarding Children Boards (LSCBs) were established by the [Children Act 2004](#) which gives a statutory responsibility to each locality to have this mechanism in place. LSCBs are now the key system in every locality of the country for organisations to come together to agree on how they will cooperate with one another to safeguard and promote the welfare of children. The purpose of this partnership working is to hold each other to account and to ensure safeguarding children remains high on the agenda across their region.

Rotherham's LSCB has been set up to comply with this statutory requirement. To understand all of the obligations of the Board and its statutory functions the Working Together website provides an excellent level of information and can be found at the following link; <http://www.workingtogetheronline.co.uk/index.html>

In Rotherham the Board is well established and has the following membership;

Role and Organisation	Status
Independent Chair of Rotherham Local Safeguarding Children Board	Chair
Service Manager, CAFCASS	Member
Head of Safeguarding, Rotherham CCG	Member
Director of Safeguarding Children and Families, Children and Young People's Services, Rotherham Council	Member
Yorkshire Ambulance Service	Receives papers
Detective Chief Inspector, South Yorkshire Police ,South Yorkshire Police	Member
GP, NHS Rotherham	Member
Lay Member to RLSCB	Member

Deputy Nurse Director, RDASH	Member
Director - Schools and Lifelong Learning, Rotherham Council	Member
Head Teacher of Sitwell Infant School	Member
Chief Superintendent, District Commander – Rotherham South Yorkshire Police	Member
Director of Public Health, Neighbourhood & Adult Services, Rotherham Council	Member
Strategic Director, Children and Young People's Services, Rotherham Council	Member
Safeguarding Quality Assurance Officer, RLSCB & CYPS, Rotherham Council	Advisor
Director – Learners First (Executive Headteacher, Hilltop and Kelford Special Schools)	Member
YOS Manager, IYSS, Schools & Lifelong Learning, Rotherham Council	Member
Councillor – Cabinet Member for Children, Young People and Families Services	Participating Observer
Manager of Public Protection Unit, South Yorkshire Police	Member
Business Manager, Rotherham LSCB	Advisor
Lay Member to RLSCB	Lay Member
Service Solicitor, Legal Services, Rotherham Council	Advisor
Head of Rotherham Delivery Unit, National Probation Service	Member
Designated Doctor, Rotherham NHS Foundation Trust	Advisor
Director of Health and Wellbeing, Neighbourhoods and Adult Services, Rotherham Council	Member
Executive Lead for Safeguarding at the Clinical Commissioning Group, Rotherham	Member
Rotherham's Women's Refuge	Member
Group Manager, South Yorkshire Fire and Rescue Service	Member
Head of Corporate Communications and Marketing, Resources, Rotherham Council	Advisor
Chief Nurse, Rotherham NHS Foundation Trust	Member

Patient Experience Manager, Nursing Directorate, NHS England (South Yorkshire and Bassetlaw)	Member
Service Manager – Strategy, Standards & Early Help Children and Young People’s Services, Rotherham Council	Advisor
Community Engagement Cohesion Manager, Neighbourhood & Adult’s Services, Rotherham Council	Advisor

Member agencies contribute sufficient funding on an annual basis to enable the LSCB to conduct its business and fulfil its statutory functions.

One of the statutory functions of the RLSCB is to produce an annual report and a business plan. The current plan is fit for purpose but is not particularly child friendly or dynamic in its style. Further work needs to be conducted to ensure that next year’s plan is a more useful and reader friendly document. This should be considered as part of recommendation three in section 6.

This year’s annual report and the 2013-2016 Business Plan can be found at;

http://www.rotherham.gov.uk/safeguarding/downloads/4/about_the_board

The RLSCB has CSE as one of its key strategic priorities in the 2013-16 Business Plan:

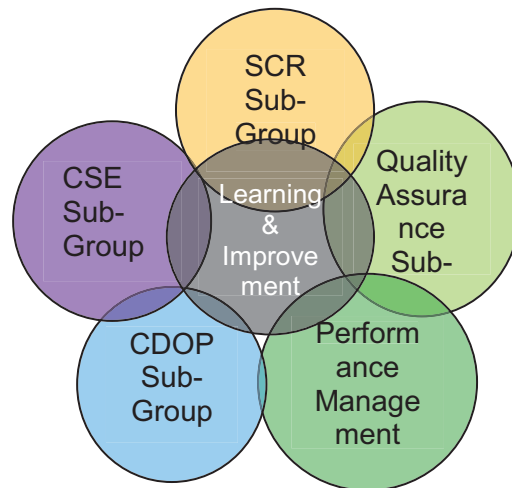
“Ensure that the multi-agency Child Sexual Exploitation Service is responsive to the needs of and delivers positive outcomes for young people involved in or vulnerable to CSE, through the implementation of the CSE Strategy and Action Plan.”

RSCB has an on-line multi-agency procedure for responding to CSE which can be found at: http://rotherhamscb.proceduresonline.com/chapters/p_ca_sex_exp.html

The procedure has appropriate reference to and integration with Children Missing and Running Away and Children Missing Education but given the plethora of recent national research and guidance relating to CSE; and local service developments, it would be of benefit to both review and refresh the procedure which should be considered as part of recommendation three in section 6.

The functions of the RLSCB are primarily undertaken through the work and oversight of the six Sub Groups which are represented below to indicate their interrelationship.

RLSCB Sub Groups



A review of the sub group structure and terms of reference was recently undertaken and the current structure implemented. Further work is currently underway to review the performance sub group in order to produce a set of performance data that is relevant and produced in a timely way enabling the Board to hold members to account regarding their performance.

3.2 Individual Members

Whilst the Board is responsible for overseeing the working of the joint agencies, individual members are also carrying out work directly in relation to CSE activity. Whilst much of this work is brought together under the auspices of the RLSCB much of the work of agencies is specific to them.

The review Team conducted interviews with strategic Leads in each of the main agencies and some of the work they are conducting is contained below. This section has concentrated on the four lead agencies namely the Local Authority, Police, Health Economy and Education. The Review Team make no excuse for using this section to highlight some of the good work being conducted by these four agencies.

Local Authority

The Local Authority is the lead agency in child safeguarding. It has taken the brunt of criticism about the way in which CSE was previously managed. It has driven forward new structures and ways of working and has commissioned a number of reports into the way in which CSE has been managed previously. For example, the introduction of the Early help Assessment Team and Early Help Support Panel by the Local Authority have assisted it and its partners to provide a more responsive approach to children and young people requiring help and support at an earlier stage.

Police

The Police have also developed new strategies and taken a more pro-active role in investigation and bringing offenders to justice. Her Majesty's Inspectorate of Constabulary recently completed an inspection into South Yorkshire Police's response to CSE. The Force is, as a consequence, further refining their structures to deal with CSE related criminality.

South Yorkshire Police has a problem profile for CSE and has invested in specialist intelligence analysts. In November 2013 the Rotherham police team were involved in four major live investigations and were developing a number of other lines of enquiry.

The South Yorkshire Police and Crime Commissioner has asked for a number of reports including a review of the engagement of the Crown Prosecution Service.

Health Economy

All of the services related to the health economy are going through monumental change and it is currently difficult to understand the linkages between commissioning and delivery.

The Review Team were impressed that the Rotherham NHS Foundation Trust had already conducted a detailed diagnostic into CSE. This document provides real detail into what services are available and what further work is required.

The Review Team was particularly impressed with the work conducted by School Nurses. This really is the front line and is critical in identifying children at risk of being sexually exploited and intervening at the earliest possible stage.

A specialist CSE Nurse Practitioner has also been employed to work as part of the multi-agency team. This role aims to support the health needs of children and working in partnership to disrupt and prosecute alleged abusers.

The Trust together with the Director for Public Health are also ensuring that front line professionals, including clinical staff, receive the levels of training they need, to identify and deal with the victims or potential victims of CSE.

Education

The Rotherham CSE Strategy has an objective of the delivery of a universal education programme to children and young people in Rotherham as part of the preventative approach. This is being delivered, with the support of the CSE Team, through the year 8 PHSE curriculum. All but one of the secondary schools in Rotherham is participating in this programme. A recent profile of children and young people involved with the CSE team, which included their age, gender and school attended, confirmed that all Rotherham secondary schools should engage in the CSE agenda and also identified that further specific work should be developed and targeted at year 6 pupils.

Additionally, training and awareness on CSE has been delivered to the Schools Safeguarding Forum for safeguarding children leads (primary and secondary) and school governors have been offered and provided with introductory training and awareness raising.

Further education and training providers have also had access to specific training events or the multi-agency CSE learning and development sessions.

To provide an indication of the importance of schools as a partner in tackling CSE and a reflection that current training and awareness is making a difference, 23% of all CSE referrals to the CSE team were from schools.

One of the risk factors associated with CSE is when school age children are not registered and on roll and therefore do not attend school. The Children Missing Education Officer and the Education Welfare service identify such children, often those who are moving in and out of the borough to ensure that families are supported to enrol their children at a school and where there are relevant concerns information is shared with the CSE team and referrals made appropriately.

3.3 Strategic Direction and Governance

Strategic Direction

The strategy and actions to deal with CSE in Rotherham is set out in the *Child Sexual Exploitation Strategy Delivery Plan 2013-16*¹. A one page summary document is contained at Appendix B. The strategy has three priorities; **Prevent**, **Protect** and **Pursue**. The priorities are supported by seven strategic actions. The strategic actions are further supported by an action plan that in September 2013 had 27 on-going actions. This plan is examined in more detail in section 3.5.

Whilst the strategic plan will need to develop over time it is clearly structured with specific priorities and is based on national best practice. The test of the strategic plan is how it translates into action on the ground and the way in which it steers the protection of children and young people. Whilst there is further discussion in this section around governance and performance monitoring, the strategic plan does provide the foundation for the effective governance and management of CSE.

There are clear links with children missing (from home and education), those who run away and sexual health services. It is less clear how the work around CSE is linking in with the wider picture of safeguarding children in Rotherham. CSE forms only one of the key strands in the continuum of safeguarding children and whilst it is a critical area of work it should not be seen as a 'stand alone' issue.

CSE is often the outcome for children who became vulnerable for a variety of other reasons. Emotional abuse, physical abuse and neglect leave children at a higher risk of suffering harm from CSE and so there needs to be clarity about the way in which the CSE strategy fits with the overall strategy for safeguarding children and young people in the Borough.

At this time it is understandable and right, that a focused and dedicated CSE strategy has been adopted. This strategy appears to be isolated from other key safeguarding issues and vulnerable groups such as Looked After Children. More consideration needs to be given to

¹ Child Sexual Exploitation Strategy 2013-16.

how the CSE strategy will become integrated or 'main streamed' into the overall safeguarding children and young people approach.

One clear example is the CSE Team and the future role that a multi-agency team might take. Whilst in the short to medium term the current approach is likely to be the most effective in responding to and dealing with CSE, from both a protective and preventative perspective, consideration in the longer term might be given to integrating that team into the mainstream of Children's Services. A future strategic direction may be to form a Multi-Agency Safeguarding Hub, or similar approach, that is being developed in many areas nationally.

This example highlights the need for the Children and Young People's Strategic Partnership with the support of the RLSCB to develop a longer term strategic plan, integrating services, to ensure that the management of CSE forms part of the overall safeguarding children strategy.

Strategic structure and Governance

In terms of the statutory oversight of the multi-agency work around CSE the RLSCB takes that role. The role of the RLSCB is discussed in more detail in section five (below).

In fact the pressure that has been placed on both the Council and the other statutory agencies is such, that governance structures have grown organically and whilst there is a clearly laid out CSE strategy document, the strategic governance structures need some further clarification.

The strategic governance structures are contained in two documents presented to the RLSCB on 13th September 2013. Both documents are contained in Appendix C.

These are complex charts that do not clearly explain the governance around CSE and in fact only serve to confuse the picture. The governance process is not understood by staff members.

It is acknowledged that profiling multi-agency governance structures is a difficult and often thankless task, but it is essential that it be completed to ensure that everyone understands what the lines of accountability are, who has responsibility for the various strands of the CSE strategy and where key decisions can and are made.

Interviews with senior managers showed a surprising lack of understanding of the governance structure. Managers were also unclear about the roles and responsibilities of the different bodies functioning within the current system.

It is acknowledged that new NHS commissioning services and structures and the relatively new appointment of a Police and Crime Commissioner have changed the nature of strategic governance landscape. However, there needs to be considerably more clarity provided about the way in which the safeguarding children process is governed and the lines of responsibility and accountability.

For example, there is a Children's Improvement Panel and a Children and Young People's Strategic Partnership. Membership of these two groups is broadly similar (as it is to the RLSCB). They currently deal with both similar and different issues, creating both a duality and differentiation at the same time. There appeared to be no real understanding, even at a senior level, how Health and Well Being Boards fitted into this structure and the Community Safety Partnership does not seem to feature in relation to safeguarding children. It would be useful to understand the roles and responsibilities of these groups and establish the part they play in delivery of strategic objectives. This should be considered as part of the work contained in recommendation two in section 6.

3.4 The RLSCB CSE Strategy 2013–16 and Action Plan

Structure

The strategy is clearly laid out based on national best practice with the three strategic priorities of;

- **Prevent**
- **Protect**
- **Pursue**

The three priorities are supported by seven strategic actions;

1. To improve the clarity of governance and strengthen leadership arrangements to ensure an effective multi-agency response to CSE.
2. To deliver an effective co-ordinated training, community and schools awareness programme through a multi-agency "Learning, Development and Awareness Strategy".
3. To develop a Multi-agency Media/Communication strategy to ensure consistent and accurate messages are shared with all, in support of public awareness and improved confidence in delivery.
4. To ensure single and multi-agency processes and procedures are effective, efficient and fit for purpose to support the protection.
of children and young people from the risks and impact of CSE.
5. To ensure there is effective protection, support and guidance for victims and potential victims of Child Sexual Exploitation.
6. To proactively identify and disrupt places of CSE activity.
7. To ensure perpetrators are brought to justice.

There is a comprehensive action plan that is designed to deliver strategic actions and thus the priorities. The action plan is owned by the CSE sub group of the RLSCB, the role of which is further discussed in section 3.5.

The strategic priorities and actions are clear, understandable and relevant.

Delivery

In order to deliver the strategy the action plan needs to be clear and realistic and in terms of the actions contained within it they must be specific, measurable, attainable, realistic and timely (SMART).

As at November 2013 there were 27 'actions' and 90 'milestones'. The plan is comprehensive and there are leads for each 'milestone' with a target date and the CSE Sub group record progress made.

The actions contained within the plan are in place not only to deliver the strategic actions but also to ensure the recommendations of the Home Affairs Select Committee are met. To some extent this has resulted in a plan that has the hallmarks of being too complex and requires more delivery focussed outcomes. The CSE Group should concentrate on developing the plan into a more workable document with a realistic chance of achieving the priorities set.

The Review Team were concerned that many of the actions and milestones contained within the plan were not specific enough. For instance, phrases such as 'all front line staff' are used but without any apparent definition of what that might mean. Responses to the actions have a tendency to be general in nature with no indication as to where the detailed information might be found.

The action plan is potentially an excellent tool for delivery, and there is clear evidence of the direction of travel and progress made. At the present time the Review Team were not convinced that it is simple and clear enough to be understood by front line staff and there needs to be more clarity around progress updates.

The role the Silver Group plays in delivery of the plan is unclear and, given the membership of the group, it would seem appropriate that detailed progress reports are provided in that forum, enabling the CSE sub group to concentrate on the key areas for delivery.

There is a danger that the plan becomes a bureaucratic tool that is disconnected from the reality for those responsible for delivering the strategic actions. In other words, the sub group needs to ensure the action plan doesn't just exist for its own sake and that it serves a practical purpose.

The CSE sub group should review the CSE action plan and ensure it is a practical and useful tool for delivery of strategic actions and its 'actions and milestones' follow SMART principles. This forms part of recommendation one in section 6.

Governance

The plan is owned by the CSE sub group and reports directly to the RLSCB. There was little evidence of challenge at Board level and the Independent Chair needs to ensure that the Board are given the opportunity to raise areas of concern at the quarterly board meetings. The RLSCB Chair must provide the opportunity for improved governance and stronger

challenge of the CSE action plan at RLSCB meetings and this forms part of recommendation two contained in section 6.

Progress on the action plan is also reported to RMBC Cabinet on a six monthly basis. The report presented to Cabinet in November can be found at;

<http://moderngov.rotherham.gov.uk/ieDocHome.aspx?Categories>

This report was very comprehensive. It is a public document that contains sufficient detail to explain how progress is being made in the area of CSE in Rotherham.

3.5 The Child Sexual Exploitation Sub-Group

Background

The CSE Sub Group is part of and responsible to the RLSCB. It is chaired by a senior police officer from the Rotherham District Police Command Team. The Sub Group was developed from the CSE Gold Group which was originally a police led group. The CSE Sub Group developed quickly into a multi-agency group and came under the auspices of RLSCB governance in July 2013.

The group has a broad membership that includes;

Children and Young People Services:

- Strategic Director for Children and Young People
- Director of Safeguarding Children and Families
- Integrated Youth and Support Services Manager
- Child Sexual Exploitation Team Leader
- Performance Officer
- LSCB Business Manager

Health Economy:

- Rotherham Clinical Commissioning Group
- NHS England (South Yorkshire and Bassetlaw)
- Rotherham Foundation Trust
- Director of Public Health (Neighbourhood and Adult Services)
- RDASH

Police:

- Divisional Commander
- Rotherham head of the Public Protection Unit
- DCI Crime Manager Rotherham
- Chair of Silver Group (if not any of the above)
- Media Representative

Voluntary and Community Sector representatives

- Victim Support
- Safe@Last
- Lay members

CSE National Working Group representative

Serious Organised Crime Agency representative

South Yorkshire Probation Trust representative

The CSE Sub-group is supported by a 'Silver' group, which is the operational arm for that Group. The 'Silver' Group has members from:

Rotherham Metropolitan Borough Council

- Service Manager, Borough-wide services
- Child Sexual Exploitation Team Leader
- Integrated Youth and Support Services Manager
- Youth Offending Manager
- Operations Manager Residential Care
- Performance Officer
- Licensing Officer

Health Economy:

- Rotherham Clinical Commissioning Group
- Rotherham Foundation Trust
- RDASH

Police:

- Head of the Rotherham Public Protection Unit

Voluntary and Community Sector representative (Victim Support)

- Safe@Last representative
- Victim Support

South Yorkshire Probation Trust

The two Groups are responsible for the delivery of the RLSCB CSE action plan.

The Groups meet on a monthly basis and report in to the RLSCB quarterly.

Sub Group effectiveness

The current CSE Sub Group developed out of police Gold and Silver command and control structures and is a standard response in policing to a critical incident. Not surprisingly this structure quickly became a multi-agency group and as such moved out of police command and control structures and under the governance of the RLSCB.

The Review Team were impressed with the pace of work maintained by the Sub Group and the wide range of activity it was driving forward. It was difficult to be persuaded that the Sub Group were a strategic group given that it actively sought to manage through the numerous actions contained within the CSE action plan.

The Sub Group has a clear objective, which is to deliver the 7 strategic objectives contained within the plan. The Group are focussed and driven, but the sheer weight of work and the necessity to deliver outcomes in tight time scales, raises some issues. The Review Team were of the view that the current membership of the Sub Group should be reviewed with a view to reducing the Group to a more manageable size. It seems that the Group has grown and can often have up to 20 plus persons present. In combination this makes management of the meeting difficult and to ensure that the meetings run within time limits, the Chair has to push through the agenda. This means that there is not sufficient time to debate some items.

There needs to be consideration, not only of the membership, but the role of the meeting and further clarity about the roles of the Sub Group and the 'Silver' Group. Given its history it should be of no surprise that the Sub Group has the feel of being engaged in expediency, rather than a mainstay of the safeguarding process.

A review of the role, membership and future direction of the CSE Sub Group and Silver Group needs to be undertaken and this forms part of recommendation one contained in section 6.

There is also some confusion as to how the Group fits with the other Sub Groups of the RLSCB and other strategic partnerships within the Borough. For example this group meets monthly but the performance sub group meet quarterly and the Chair of the CSE Sub Group felt these two groups should be more closely aligned.

Whilst there is some confusion as to how this group fits into RLSCB structures there has been no consideration how its work may overlap with other multi-agency forums working in the Borough.

3.6 The Child Sexual Exploitation Team

Background

The Child Sexual Exploitation Team was established in October 2012 as a response to recognition by leaders in Rotherham that CSE was a serious and identifiable problem in the Borough that required a more focussed multi-agency approach.

The team in effect replaced some of the work that had been conducted by Risky

Business, which was an RMBC team established in 1997 to support young people at risk of CSE. At that time Risky Business was an innovative approach to a problem that had received little national attention or recognition.

Risky Business was based on a youth work model and it was recognised that, whilst successful in some regards, to be more effective it needed to move to a multi-disciplinary model, able to undertake joint investigative work in addition to the preventative agenda. The new CSE Team was established to engage a range of partners and provide a service to young people that would concentrate on tackling the problem, based on the strategic priorities of Prevent, Protect and Pursue.

This review makes no further comment about the effectiveness of Risky Business and its work from its inception to 2011, which will no doubt form part of the Inquiry commissioned by RMBC.

The establishment of the CSE team took place in an environment where finance was not the key driver, but time was at a premium. In fact, it is clear that when the team was established, all of the partner agencies in Rotherham were under intense pressure from national organisations, the Government, the media and the public to respond to an identified problem.

There was a need to respond, and respond quickly, in order to restore confidence and ensure that real practical efforts were being made to cover the gaps in service provision that had been identified by both inspectorates and media investigations.

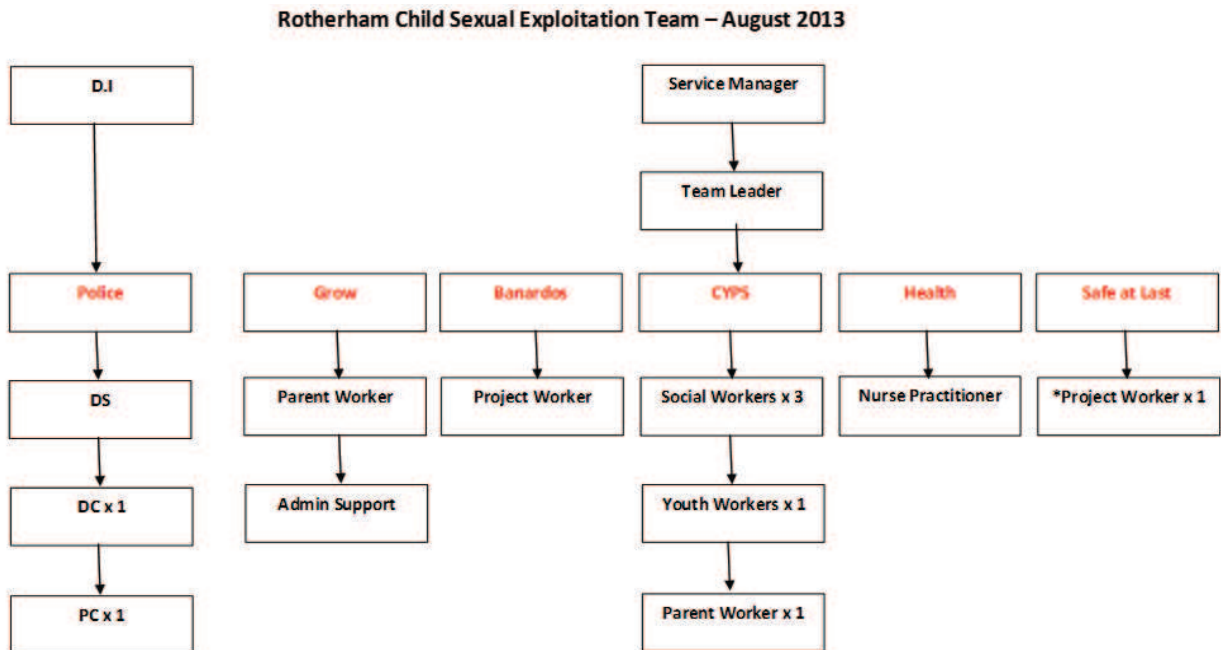
As a result the team was established following the submission of a proposal to RMBC in October 2012. The document presented to the Council does not contain a full business plan and does not provide a timeline or a project managed approach that might have been expected, given the financial investment and importance of the issue. This is understandable. At the time of its establishment it was clear that the imperative was to take action and not to engage in lengthy bureaucratic processes that would slow the process of establishing the team down. The paper submitted to the council was designed to address a clear and present need and to put 'boots on the ground' to address a previously under resourced and identified gap in service provision.

All of the partner agencies engaged in the formation of the CSE team appear to have done so with enthusiasm, speed and minimal bureaucratic barriers.

The team is located at Maltby police station. This location receives considerable criticism in both the Barnardo's and HMIC reports. Whilst the initial imperative may have been to find a large enough premises to contain the multi-agency team and deal with some police security issues, the isolated location added to the fact that it is in a police station, make this site unsuitable. Consideration should be given to finding a better location as soon as possible. This forms part of recommendation one contained in section 6.

Structure

The structure of the team is shown below;



Role

The remit of the team currently includes the provision of services directly to children and young people, specialist advice and support to other professionals working directly with children and young people (for example Looked After Children). It provides training and awareness raising to relevant sections of the children's workforce and other relevant stakeholders.

In terms of its direct 'case' work responsibilities with young people and their families, the CSE Team receives referrals directly from the Contact and Referral Team (CART) and intelligence is also received directly from other sources, including the police and the multi-agency CSE silver group. The circumstances, needs of and risks to young people referred to the team vary greatly and range across the continuum of need; some requiring early help and support, some cases which are more complex and those who are at risk of harm, requiring protection.

One challenge for the team is to manage its priorities within existing resources, whilst attempting to fulfil what is expected of it. The CSE team has continued to develop over the past 12 months, increasing in resources and the multi-disciplinary approach. However, the team should not be seen as the single point of service delivery for all CSE related provision and should be part of an integrated response to CSE in terms of universal, targeted and other specialist services.

There is a need to review the longer term operational plan for the team, including its remit and the service specification, ensuring that there are clear agreed criteria and pathways, for example with the Integrated Youth Support Service (IYSS), in order that young people and their families receive the right level of service at the right time. This will ensure that the service response and outcomes delivered by the CSE Team is firmly in the context of a wider continuum of provision and is sustainable both in the short and longer term.

The Review Team conducted interviews with senior managers in the IYSS who supported the view that there could be better integration and support between IYSS and the CSE Team.

The CSE Team should develop these relationships with the Integrated Youth Support Service and have specific service pathways in place to support these arrangements which forms part of recommendation one contained in section 6.

The Review Team were also concerned that the role of the CSE team is not fully understood by all stakeholders at all levels. There is clearly an expectation that the team are able to deal with all issues relating to CSE. The Review Team was concerned that the CSE team may find itself swamped with the expectations placed upon it both in the short and longer term.

The dangers of this lack of clarity around role are twofold; firstly, that without the implementation of recommendation 9 the number of referrals would become untenable given the capacity of the team and the need to work intensively with some children and young people over a long period. Secondly, that the expectation that this team were the totality of the response to CSE in Rotherham would be likely to raise the expectation around their capabilities to an unrealistic level and in the longer term serve to de-skill the mainstream workforce. Should it fail in any regard, Rotherham would again find itself under severe criticism.

Whilst this review does not dwell on or examine the past role of Risky Business there cannot be another failure of a team, who having been set up to deal with CSE, fail under the weight of expectation placed upon it.

The role of the CSE Team including its remit and responsibilities need to be reviewed, defined and communicated to all stakeholders and this forms part of recommendation one at section 6.

Governance, Management and Accountability

In any multi-agency, integrated team there will be difficulties in terms of management and governance. Often senior managers are reluctant to forego control over their resources and reach agreement with others on this issue. Staff are often used to their own culture of working, legal and procedural frameworks and supervision and accountability structures with resultant barriers to changing to new structures and processes.

This is the case with the current team. The structure chart above shows where the challenges of management exist. The team currently exists in separate co-located units,

with no single manager overseeing the team and ensuring that the overall work of the team is coherent and joined up.

The Review Team interviewed key staff and managers in the CSE team and were impressed with the passion and commitment that was clearly evident. In effect the social work team manager and the detective sergeant jointly manage the team. Both of these roles are permanent and exclusive to the team. These individuals are line managed by managers who have other significant key responsibilities, one of them based remotely from the PPU where the team is based. The police element of the team is managed by a detective inspector who has responsibility for the Police Public Protection Unit and the team manager is managed by the CYPS Service Manager for Borough Wide Services, which includes the Contact and Referral Team, Duty Social Work Teams and the children's social care Out of Hours Team.

The Review Team were concerned with the level of expectation placed on the two key managers in the CSE Team. Whilst dealing with day-to-day supervision issues they are also called upon to provide performance reports, progress papers, delivering some aspects of training and engaging with stakeholders across the board. Whilst their individual experience and commitment is not in question, the level of expectation is too high and they are engaging in strategic activity rather than the front line delivery of the identified in the CSE delivery plan and as part of day to day family support and child protection activity.

It was also noted that the two local authority social workers based in the team are on temporary contracts until mid-2014. In terms of continuity for the team and not least some of the young people and families, urgent considerations should be given to the permanence of these positions.

The appointment of a dedicated senior manager to run the CSE team and take responsibility for strategic management, partnership development, performance management, financial management, communication and marketing strategies would prove hugely beneficial. Whilst this would involve a considerable investment, it would prove to be the next big step forward in the management of CSE issues in the Borough. It would enable staff across agencies and the public, media and politicians to have a clearly identified individual who was responsible and accountable for the delivery of the CSE strategy 2013-16.

Consideration should be given to the appointment or secondment of a senior manager, put in place to manage the CSE Team in its entirety and to take the Lead role in CSE management in the Borough. This forms part of recommendation one in section 6

Performance and Activity Data

In September 2013 the CSE team had 88 cases they were actively engaged with. A profile analysis of the children and young people in those cases is contained at Appendix D.

To September 2013 the team reported the following work;

- 51 Contacts relating to 27 children
- 26 Referrals relating to 26 children

- 11 Initial Assessments completed by CSE team *
- 4 Core Assessments completed by CSE team *
- 9 Schools engaged since April, over 872 pupils involved
- 89 Cases open to social care, 3 of which are boys
- 31 Cases open to parenting
- 38 Joint investigations
- 38 Police referrals into PPU
- 10 Abduction notices served
- 3 Attrition visits
- 10 Ward Members trained
- 24 Neighbourhood Watch Co-ordinators trained
- Training planned for the 8 Ward Members identified still to train
- Training planned for Parish Councillors
- Training planned for School Governors
- 21 Staff undertaken LSCB multi-agency training

The team clearly has engagement across numerous aspects of CSE and is involved in a wide array of initiatives.

There was no evidence of a structured tasking and coordinating process within the Team and this may result in a fragmented approach to work, with the Team accepting more and more referrals and responsibility until they become over capacity to respond to the priorities.

The CSE Team should adopt a formal tasking and coordinating process and this forms part of recommendation one contained at 6.

The Review Team was of the view that the first signs of the Team being subsumed by the level of work were apparent. The Team Manager and her Line Manager had agreed a Social Worker from the CSE Team would be located in the CART each day to assist in filtering CSE referrals. This was to ensure that only those referrals meeting agreed criteria would be passed through to the CSE Team.

The positioning of a CSE dedicated Social Worker within the CART to filter referrals is evidence of a lack of a methodical and process driven approach to allocation of work to the CSE Team from the 'front door'. Locating a CSE Team worker in the CART does not solve the problem and is not a good use of this resource, whilst it was an understandable 'quick fix', a more efficient and permanent solution needs to be found.

There needs to be more clarity around the role of the CSE Team. In interviews with Children's Social Care staff there was clearly confusion as to the exact role the CSE Team were taking. The CART receives an average of 800 contacts per month (only 10 of which become CSE referrals) and staff have high individual workloads. As a consequence, it is not surprising that, without absolute clarity, there may be a tendency to re-allocate referrals to the CSE Team, whether they meet the agreed threshold or not, and whether there should be pathways developed for those cases lower down the continuum of need.

It seems logical that social workers and supervisors within the CART should have received sufficient training to determine whether a referral merits a CSE Team response based on agreed thresholds and criteria. There should be a clearly laid out protocol between the CART and the CSE Team and an understanding within the CART of the role that the CSE Team plays in responding to CSE. There should be no reason to re-locate a member of the CSE Team into the CART.

Process mapping needs to be undertaken and CSE pathways developed so that there are clear workflows between the various teams within Children's Social Care, the Early Help Assessment Team and other services in a position to respond to lower level CSE referrals. This forms part of recommendation one in section 6.

Whilst the above highlights some areas where further development is required, it is also important to recognise the successes of the CSE Team not only in terms of arrests and prosecutions but from the perspective of children and young people. The following case example, based on a girl involved with the CSE Team, serves to indicate the complex nature of CSE in the context of wider family and environmental factors, and the commitment of those working with her and the family to bring about positive changes.

Case Example (the name and some details have been changed for confidentiality)

Gemma is a 13 year girl who was referred to the Sexual Exploitation Team by her school following concerns where she was overheard telling a friend that she was pregnant. The concerns included the relevance of her age as well as the family background and circumstances that increased her vulnerability. Gemma has experienced previous family breakdown and she presently lives with other family members. This is not the first family breakdown and she has previously lived with relatives and has also been Looked After by the Local Authority.

Gemma is a very vulnerable young woman who can present quite challenging and, at times, conflicting behaviours; sometimes shouting, smoking and swearing, and at other times playing with dolls and toys and presenting as a much younger child. She does not have any consistent and mutually supportive friendships and she has experienced a significant amount of change in her life. When at primary school she found out that the man she believed to be her father was, in fact, not. She also says that she does not have positive memories about some of her mother's partners as she witnessed domestic violence as a younger child.

Effective partnership working, information sharing, engaging with the child and a robust team around the child approach have been key factors within this case in effectively supporting Gemma and the family. Regular meetings with and involvement of the adults and Gemma in this process have ensured their continued involvement and that their voices are being heard and taken into account. It is clear through the work that Gemma is now undertaking with the social worker that there is a developing level of trust which means that she feels secure enough to begin to explore some very sensitive issues in terms of her experiences and her emotions. The social worker has established this meaningful relationship through being child centred, persistent and consistent by ensuring there was a focus on issues that mattered to Gemma and assisting her to look at how she can achieve

her short and long term goals. The multi-agency core assessment in this case provided a clear analysis of risk as well as identifying the impact on Gemma and the family. The resultant care plan also identified what support was needed to be put in place to ensure that the risks were reduced in terms of CSE, as well as trying to support the family to be reunited.

At the point of referral it appeared that Gemma was potentially vulnerable to CSE but through effective information sharing and building up a meaningful relationship with Gemma it became clear that she was at a higher level of risk than might have been anticipated. The objectives of the direct work between the social worker and Gemma has been focused on increasing her awareness of healthy relationships and staying safe as well as helping her understand the expectations she has around the emotional availability of her mother, who has rejected her. There is evidence that this intervention has had a positive impact on Gemma's self-esteem and confidence and this is enabling her to better deal with and respond differently to the issues in her life.

The approach and intervention on this case mirrors research findings which indicate that for young people in difficult and complex circumstances there are no 'one-off quick fixes' and it is the continued commitment of all agencies involved with one or two key individuals building positive relationships over time with the child and family members that can deliver effective support.

Provision of Services

Post Abuse support

Child sexual exploitation is a form of child abuse that can have significant long-term effects when it is not recognised and effectively responded to when victims are children. The impact of abuse and the experience of trauma on children are well documented within research but what is also very clear is the importance of having a range of available and accessible services for intervening and responding when children have been abused, from counselling to more specialist services.

Child sexual exploitation is not a diagnosis or mental illness but it is generally agreed that these cases are significantly complex with children tending to present with other impacting risk factors. E.g. education exclusion, offending behaviours, poor parental relationships including limited supervision and personal mental health problems. Therefore universal and specialist health services, education services, youth offending services and voluntary and community based services all play an important role in meeting the needs of young people identified by agencies across the multi-agency partnership as being at risk of, involved in or abused as a result of sexual exploitation.

Within the Barnardo's report "*Meeting the needs of sexually exploited children in London*" Practitioners highlighted the difficulty of engaging young people in therapeutic work and stressed the importance of accessible and flexible services:

'Young people do not go to counselling enthusiastically so if you happen to work with a young person who wants to speak to someone, you need to strike while the iron's hot.'

It is evident that children who have experienced child sexual exploitation can and do present with a number of common diagnosable psychiatric disorders most obviously P.T.S.D. (post-traumatic stress disorder) but they can also suffer with depression, anxiety based disorders as well as emerging personality and conduct disorders. As was highlighted within *“Tackling child sexual exploitation action plan: progress report – July 2012”*, getting help to deal with what has happened and looking to the future, the report recognised that victims of child sexual exploitation, and their families, are likely to need substantial support in picking up their lives once the exploitation has ended. Such support, from both statutory agencies and voluntary organisations, may be needed over a long period of time. Specialist services can assist agencies in tailoring advice and guidance to a young person’s needs as well as delivering direct interventions where appropriate.

When identifying the therapeutic needs of children who have suffered abuse and experienced trauma that might lead to criminal proceedings, we should also be mindful of the guidance provided by the CPS *“Provision of Therapy for Child Witnesses Prior to a Criminal Trial 2001”*. This practice guidance for pre-trial therapy is primarily for the assistance of child care professionals and lawyers involved in making decisions about the provision of therapeutic help for child witnesses prior to a criminal trial. The guidance makes it clear that the best interests of the child are paramount when deciding whether, and in what form, therapeutic help is given. The decision making process should enable children, who need therapy, to receive it at an appropriate time as well as support them to give their best evidence in criminal proceedings.

The picture within Rotherham is not clear with regard to the needs, availability, flexibility and accessibility of therapeutic services for children who have been or are at risk of sexual exploitation.

A needs assessment and mapping exercise should be undertaken in relation to the provision of post sexual abuse support utilising existing commissioning frameworks which forms part of recommendation three at section 6.

Children Missing & Running Away

The core response for children missing and running away is provided by the Police, SAFE@LAST voluntary sector organisation and Children’s Social Care Services. The police have a dedicated missing from home officer who meets directly with project workers from SAFE@LAST and members of the CSE multidisciplinary Team to share information and review all episodes of children who go missing to build up a picture of risk taking behaviours, potential vulnerabilities and possible signs of Child Sexual Exploitation. SAFE@LAST workers conduct timely return home interviews and this contributes to the overall assessment of risk in relation to CSE. Cases which are indicative of CSE are referred to the CSE Team for further assessment and intervention and all cases of children missing are referred to children’s social care services under the Children Missing from Home and Running Away Protocol which clearly identifies that this issue is one of the indicators for CSE. SAFE@LAST continue to provide their specialist support and advice directly to young people, their parents and carers including Looked After Children living in residential homes

SAFE@LAST also deliver a prevention and education programme in Rotherham, and aims to deliver a range of work on the dangers and risks of running away to Children and Young people across Rotherham. Safety scenarios are delivered to all year 6 children at the South Yorkshire Police Project, Crucial Crew as well as assemblies and workshops in Rotherham Primary and Secondary Schools, holiday projects and activities in Children's Homes and Youth Clubs. The work aims to educate and inform children and young people about keeping safe and the risks and dangers of running away. SAFE@LAST has now delivered the prevention work in Rotherham for 5 years with all the secondary schools working with their Runaways Education Officer. Many schools have included this prevention work into their core curriculum within PSHE lessons. The work is used to promote the SAFE@LAST freephone 24 hour helpline, text service and web chat facility to children and young people so they can access support before, during and after going missing or running away.

Between 1st April 2013 and 31st October 2013 SAFE@LAST delivered their preventative programme to approximately 7771 children and young people in Rotherham.

	Number of Young People
Year 5 and under	7
Year 5 at Crucial Crew	11
Yr 6	10
Year 6 at Crucial Crew	2843
Yr 7 to yr 11	4807
Post GCSE	82

In relation to Looked After Children who have a history of going missing and running away, the Local Authority develops implements a range of strategies in line with children's care plans and local protocols. For example, efforts are made to negotiate with young people in terms of 'coming in' times, together with asking young people to trust residential care workers and pass on the addresses of places they intend to visit. Where possible key work teams have visited properties and spoken to their occupants to determine whether they are safe places to them to be. If there are risks the young person will be engaged in discussions about why permission is not granted to visit particular people or households. In addition, regular contact is made with the young person through the evening to check they are safe and establish what time they intend to return. In previous research, young people have often stated that the main reason they decide to stay out/run away is lack of contact with carers/family during the evening: they feel unwanted and that people do not care where they are or what they are doing. Other strategies include using available transport to collect young people if they have missed their bus and providing engaging and rewarding activities as an alternative to going out and being in vulnerable situations.

Whilst the multi-agency service response for Looked After Children who go missing but are placed in within the borough is reassuring, it seems justified for the LSCB to seek assurance that children placed out of area receive a similar high standard of service if they go missing. The local authority, as corporate parent for Looked After Children should provide the RSCB with assurance that Looked After Children and Young People placed out of area who go missing receive timely return home interviews which contribute to risk assessments and safety plans. This forms part of recommendations two and three at section 6.

GU Medicine and Contraception and Sexual Health Services (CaSH)

Health professionals delivering contraception and sexual health services have the appropriate awareness, assessment tools, support and collaboration with other agencies to support the CSE agenda. GU Medicine utilises a holistic assessment for girls under the age of 16 yrs which specifically identifies CSE vulnerabilities and risk factors. Support, advice and liaison with other agencies (such as children's social care services and the police) is provided where appropriate by the safeguarding children nurses and CaSH services have a similar questionnaire and mechanisms to identify and refer concerns relating to CSE to the appropriate agencies.

Currently there are pathways being developed in relation to young people for Pharmacists to utilise in conjunction with the emergency hormonal contraception service provision and this is also a welcome step.

Licensing and Hospitality Sector

The work of the CSE Team also involves collaborative working with the Council's Licensing Authority. Working effectively with licensing and enforcement officers, these services are able to identify areas and individuals of concern and share information, providing evidence that can help to protect children, lead to licenses being revoked and potentially lead to convictions or disruption activity from the police.

Recently the local hotel sector has been engaged in awareness raising and training in relation to CSE and Trafficking and this will continue into 2014 with the regional launch of the national "Say Something if you See Something Campaign".

Performance and Quality Assurance

In terms of the way in which performance is managed there were some gaps in that process.

From July 2013 a quarterly report is submitted to the Council Cabinet and a copy of the November 2013 report can be found here: <http://modgovapp/mgChooseDocPack.aspx?ID=12428> This is a comprehensive report on activity undertaken and provides a considerable detail, explaining progress and performance against the agreed CSE strategy.

Whilst there is a transparent reporting of CSE activity at a strategic level, there was no evidence, at the tactical level, of anything other than a reporting of the 'numbers'. This is not a performance management process but a performance reporting process. In addition to a stronger tasking and coordinating function within the team, performance management should be conducted through the CSE and Performance Sub Groups of the RLSCB and senior managers of those agencies involved held to account at the RLSCB Board meeting.

A more formal and SMART performance management system needs to be established under the governance of the Local Safeguarding Children Board and this forms part of recommendation two in section 6.

A victim profile was undertaken of the 88 cases (children and young people) open to the CSE Team in September 2013 – refer Appendix D. The profile only included the cohort of children and young people actively and directly involved with the CSE Team and does not include those who are receiving indirect support because they are the responsibility of other social work teams or services (e.g. Looked After Children and those known to the Voluntary Sector).

Regular use of Victim / Service User profiling should be utilised to further understand the needs across the borough and the multi-agency service response that is required and this forms part of recommendations two and three in section 6.

Risk Assessment

A subsequent audit of the cases allocated the CSE team revealed that the agreed completed risk assessment was not on the child's file in approximately 80% of cases, although some of these are in a backlog waiting to be scanned onto the system. It was reported that the Risk Assessment tool was not fit for purpose but there is no evidence that a suitable replacement has been or is being developed. Although a CSE risk assessment tool does not replace CAF, Initial or Core Assessments when assessing children's needs and risk, it can assist in identifying specific risks and protective factors in relation to CSE.

An agreed risk assessment tool which is fit for purpose should be developed and implemented as soon as possible. This forms part of recommendation three at section 6.

A programme of multi-agency auditing should be introduced in order to evaluate the effectiveness of service provision and outcomes for children and young people at risk of CSE. This forms part of recommendation t

4. CSE Training

Training and staff awareness raising in relation to CSE has been delivered widely on both a single and multiagency basis. However there are some gaps in terms of identifying those for whom the training is a must/mandated and have not attended and those aspects of the wider workforce who may come into contact with children and families (e.g. where lower level awareness raising through targeted communications work or E-learning has not taken place). It is positive to note that work has commenced with the hotel sector in Rotherham and that this is part of a wider South Yorkshire initiative for the hospitality, leisure and retail sectors.

A longer term training and awareness strategy is required in order to keep the workforce skilled and knowledgeable year on year.

A summary of training as described in November 2013 is found below. This does not include the various mandatory training or training in which CSE forms an element of other professional training.

Numbers attending training and/or awareness raising Events	2012/13	2013/14
Police Supervising Officers trained in CSE	110	-
Ward Members trained in CSE	45	15
Senior Managers trained in CSE	19	-
Staff undertaken multi-agency training on CSE	171	48
Multi-agency staff trained on the lessons learned from the Child 'S' Serious Case Review	175	17
Ward Members attended 'one off' Local Government Yorkshire and the Humber conference	36	Not applicable 'one off event'
Neighbourhood Watch Co-ordinators trained	-	24
Parish Councillors trained	-	11
Number of under 18 college students engaged in CSE awareness raising	-	40
Number of secondary schools engaged in CSE awareness raising with pupils	13	15
Number of pupils involved in CSE awareness raising (through the above schools)	911	887

5. Compliance with National Guidance and Standards

Over the last two years there has been an unprecedented number of reports, inspections and reviews into how various agencies deal with CSE. This has resulted in a number of action plans and recommendations being produced.

In some cases these plans and recommendations contradict each other and often they are completed reactively to an event and are driven by public or political concern.

In addition, Ofsted has moved from developing a multi-agency inspection framework to a single agency inspection that began in November 2013. Ofsted have also begun to undertake inspections of LSCBs.

HMIC has similarly changed its inspection protocols being statutorily obliged to consider taking PCC commissions in addition to their published programme of work.

Child safeguarding now has its highest ever status and every tragic case brings new recommendations and criticisms of service which rightly require a response.

During this review we have established that the Rotherham CSE strategy and action plan is based around national best practice including the ACPO Child Sexual Exploitation action plan and the DfE Tackling Child Exploitation Action Plan.

In addition the RLSCB action plan incorporates those recommendations contained in the Home Affairs Select Committee report.

In this fast moving area the Review Team decided that there was little point in examining every single recommendation and testing how well Rotherham is responding. For instance, the Review Team established that there were 45 recommendations in the DfE action plan alone. In November 2013 at the time the report was being written the Children's Commissioner for England published a report into CSE in Gangs and Groups that contained a further 13 recommendations. Additionally, in the month the report was being prepared, there were two highly significant serious case reviews with accompanying recommendations. This was followed most recently, and at the time of writing, by a further report from the Office of the Children's Commissioner and the University of Bedfordshire.

As we describe in section 3.3 of this report Rotherham currently has a Children and Young People's Improvement Panel. This group was established to ensure that recommendations from a previous Ofsted inspection report were put in place to assist move the Borough out of government intervention status. This group has remained in place to ensure that plans remain in place and the Local Authority is 'fit for inspection'. It seems that the RLSCB should consider whether this Board may prove to be the most effective vehicle for monitoring the various national inspection and reviews to ensure Rotherham is able to keep abreast of national best practice.

6. Recommendations

Recommendation One

The role and structure of the Child Sexual Exploitation Team and the CSE delivery plan should be reviewed as part of an ongoing process for future strategic development. In particular, consideration should be given to the structure, location and long term aims and objectives of the team, to ensure clarity of purpose and adequate and appropriate resourcing.

Recommendation Two

The performance management and governance structures around CSE management requires greater clarity. A mapping exercise of current structures, together with a more proactive and intrusive performance management regime, should be considered by all agencies and in particular the LSCB.

Recommendation Three

Future plans should be communicated to both victims and professionals so that there is no doubt about the seriousness with which CSE is taken. Professionals should be provided with the tools to ensure they are able to support victims in an appropriate and timely manner.

7. Conclusion

This review was carried out between mid-September and the end of November 2013. It was conducted under agreed terms of reference described in section 2.2.

There are only three recommendations in this report but they are formed from a wide range of issues which are signposted throughout. In broad terms, this review was a diagnostic covering all aspects of the way in which child sexual exploitation (CSE) is managed in the Metropolitan Borough of Rotherham. It describes the tools and resources that are currently available to the relevant agencies and the effectiveness of their use.

As I stated at the beginning of this report it is not an inspection and should be considered alongside those other reports and inspections that have been published in 2013. There are now a range of reports to view and the information contained in all of them, considered collectively, gives a comprehensive picture of the effectiveness of the multi-agency working in this area at the end of 2013.

I believe the findings from this review to be positive, but it does highlight those areas that need further development work. That should hardly be a surprise; this is a dynamic and fast changing area of business for all of the organisations, set in a time where they have to consider their own priorities according to available resources. I do not underestimate the difficulties faced by organisations, and given these current restrictions I believe the progress made in Rotherham up to 2013 is remarkable.

In positive terms the level of passion, drive and determination shown at a senior level across all of the agencies is palpable. At the front line staff are committed and enthusiastic, which is particularly impressive given the morale sapping inspection and review programmes taking place.

There is a clear strategy to tackle CSE with an associated action plan based on national best practice. There has been a significant financial commitment to a multi-agency CSE team, which is staffed with committed and hardworking staff, and it is undertaking much good work and is making a difference.

There is clear evidence that CSE is a high priority and that is reflected in its status at senior strategic meetings and at Cabinet level within the Council.

In terms of areas for improvement the following areas need attention;

- The CSE team needs to be provided with a dedicated senior manager. This would ensure better cohesion between Children's Social Care Services, the Police and the CSE team. It would also provide the Borough with a senior person who could deal with all CSE issues and drive through, not only the action plan, but also those recommendations that have been agreed from this and other reports. A 'dedicated' senior manager for CSE may only need to be a short-term appointment but would provide a focus to this work.

- The CSE team terms of reference need to be reviewed and referral thresholds and the response across the continuum of need re-considered. Put simply, there needs to be greater clarity on the role and remit of the CSE team. This should not detract from the hard work already undertaken, but without the required clarity of purpose there is a danger the team will be subsumed in a mountain of referrals and case work and will lose focus.
- There would be some obvious advantages to moving the CSE team to a more suitable location. I accept this would require a massive commitment, particularly from the Police and Local Authority, which may be unrealistic at this time, but should nevertheless be given due consideration.
- The CSE team needs to develop closer links with the Integrated Youth and Support Service to ensure that they continue to develop a 'Prevent' approach to their work and they should undertake a 'needs' assessment and mapping exercise of available support.
- Whilst the CSE strategy is clear the associated action plan, whilst comprehensive, lacks some clarity and should be reviewed to ensure that actions and milestones are congruent with SMART criteria.
- The CSE sub group is a practical and effective group. However, it would benefit from a review of membership and terms of reference to ensure it remains strategic in its approach and directs the 'Silver' group to meet the action plan milestones.
- The LSCB is well supported but needs to improve its level of challenge and, in particular, develop a more intrusive and challenging performance management framework.
- The various multi-agency partnership forums need to be reviewed to ensure they all serve a valuable purpose and fit together to improve outcomes at the front end. Each multi-agency forum appears to have been set up in response to a specific problem (for instance the Improvement Panel set up in response to an Ofsted Inspection report) and in some ways they seem to have grown organically. Whilst these groups were all well managed there is confusion, at times, as to their specific purpose and function; and in relation to one another. In other words, there is a need to have unambiguous terms of reference that dovetail to each other, with clear goals and measurable outcomes. This will avoid these groups developing into bureaucratic 'talking shops'.

The report contains some detail but I believe the areas described in this section would be relatively easy to put in place and would have the maximum effect.

There will be many who read this report and view it, and particularly as further cause to lament the work of agencies in Rotherham. I would be disappointed if that were the case. The recommendations are about 'tidying up' structures and processes that are already in place. In many ways it is about fine-tuning what has been developed, along with some

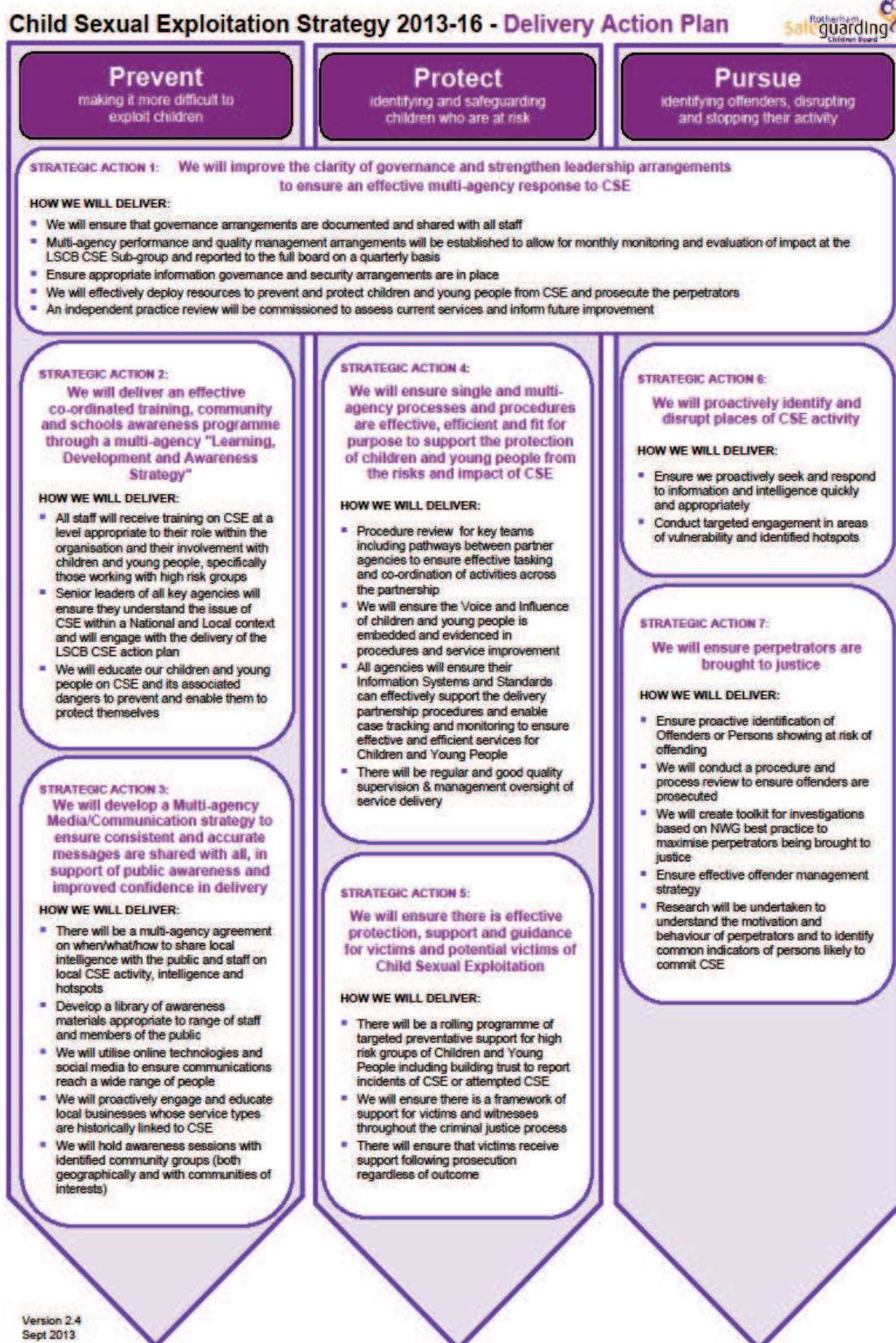
general housekeeping. I believe, based on my previous inspection experience across England and Wales, that Rotherham now finds itself in a better position to tackle CSE than most other Local Authorities and their partners.

I appreciate much has been said and written about this issue and how it is managed in Rotherham. Whilst there is further work still to be done, Rotherham has 'got its act together' in relation to CSE. I am satisfied, as the LSCB Independent Chair, that the progress to date is good and there is a determination and passion at all levels to seek continuous improvement in this area. Senior leaders and managers across the board have developed a strategic approach that is driving through progress and reducing the risk of our children being subjected to sexual exploitation. That drive is reflected in positive outcomes on the front line.

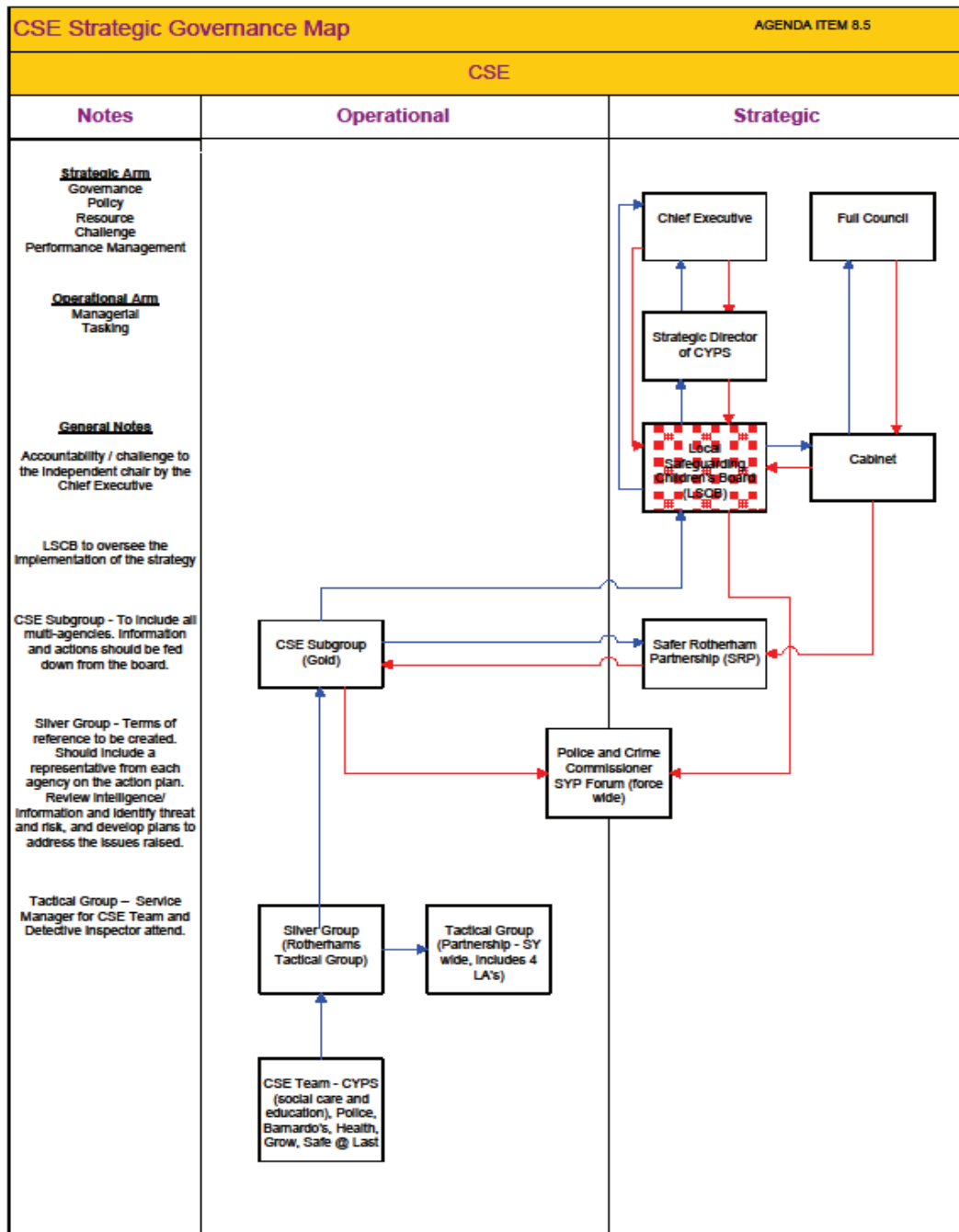
Stephen Ashley
10th December 2013

8. Appendices

Appendix A - CSE Strategy 2013 - 2016

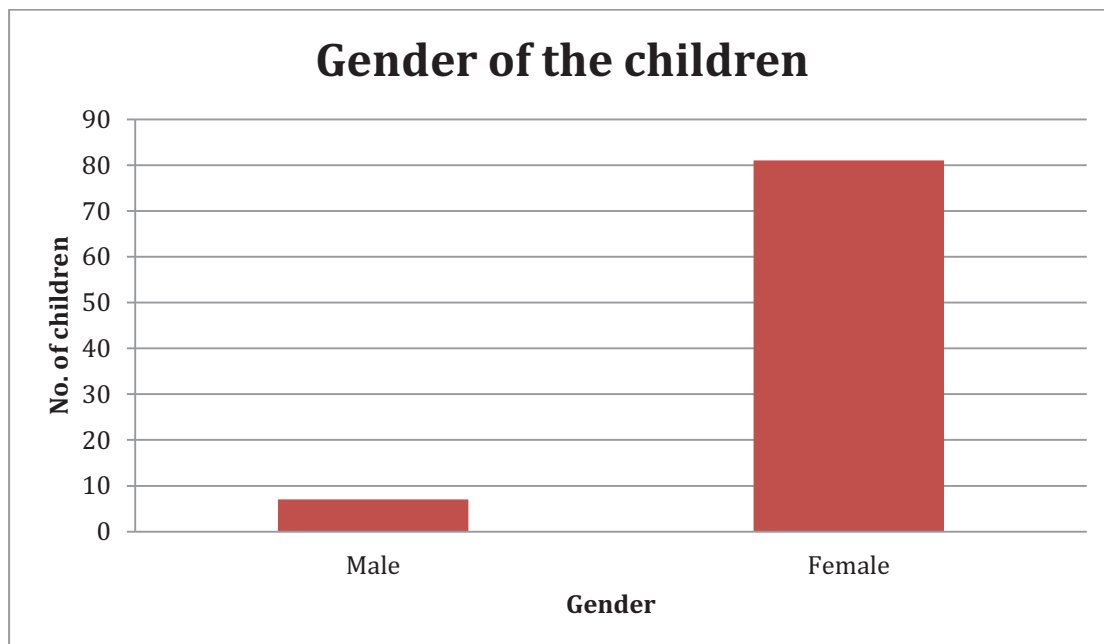
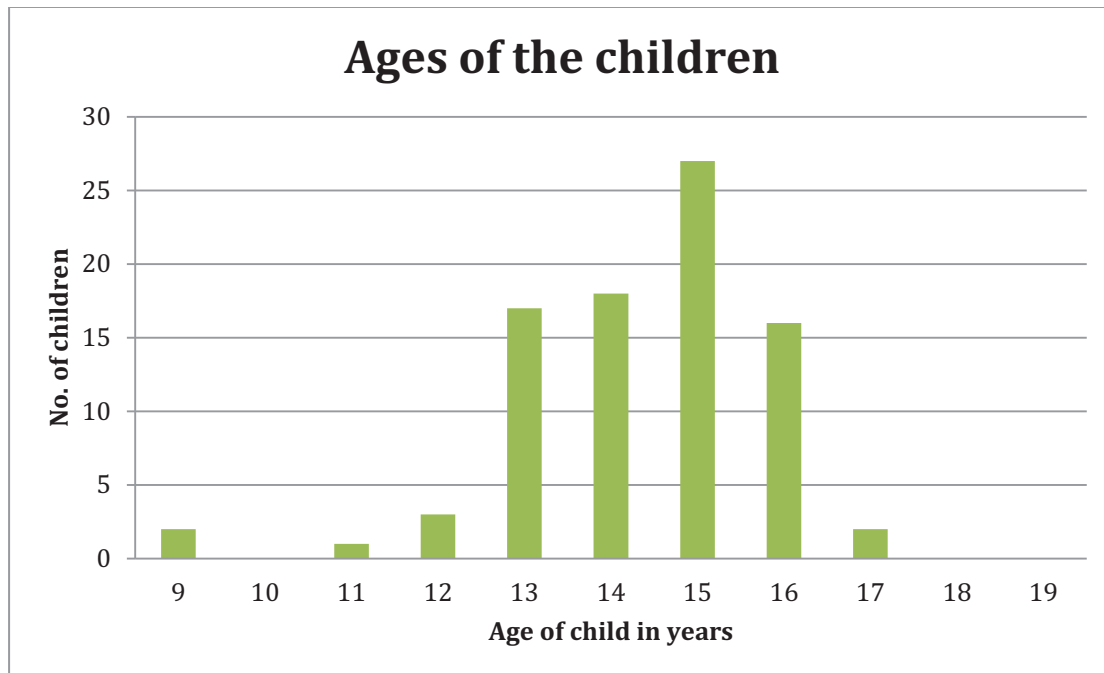


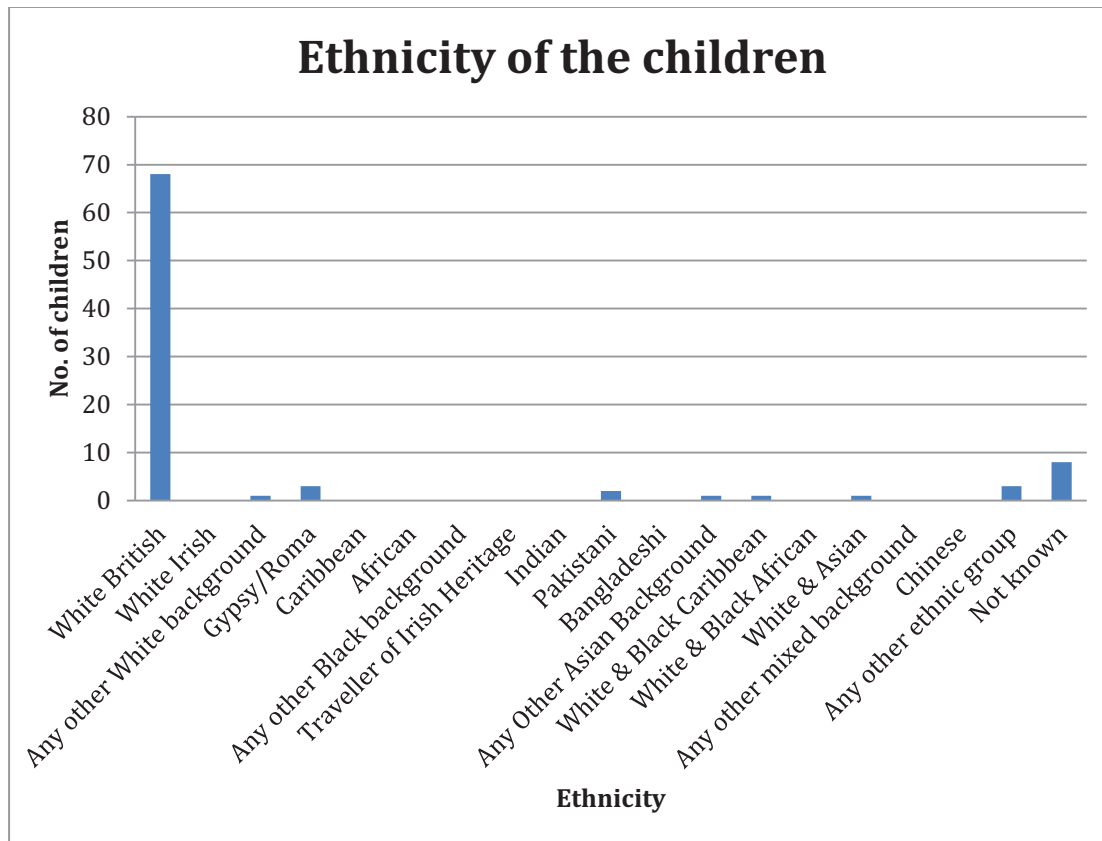
Appendix B - CSE Strategic Governance



Date: 05/08/13 Version: 4

Appendix C – Profile of Children and Young People receiving services from the CSE Team as at September 2013





Appendix D – National Research and Action Plans

Published Date	Title
1998	Whose Daughter Next? Children abused through prostitution: Barnardo's
2009	Whose Child Now?: Barnardo's
2011	Puppet On A String - the urgent need to cut children free from sexual exploitation: Barnardo's
June 2011	Letting Children be Children - Report of an Independent Review of the Commercialisation and Sexualisation of Childhood: Bailey, DfE
June 2011	CSE and Youth Offending: UCL Jill Dando Institute of Security and Crime Science
June 2011	Out of Mind Out of Sight. Breaking Down the Barriers to Understanding Child sexual Exploitation: CEOP
October 2011	What's Going On to safeguard children and young people from sexual exploitation? How local partnerships respond to child sexual exploitation: University of Bedfordshire
November 2011	Tackling Child Sexual Exploitation. Action Plan: DfE
July 2012	The emerging findings of the Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation in Gangs and Groups, with a special focus on children in care: Office of the Children's Commissioner
2012	University of Bedfordshire 'Self-Assessment tool' to assess progress in protecting children from sexual exploitation: University of Bedfordshire
2012	'Tackling Child Sexual Exploitation. Helping Local Authorities to Develop Effective Responses': Barnardo's and the Local Government Association.
July 2012	Tackling Child Sexual Exploitation Action Plan. Progress Report: DfE
October 2012	Association of Chief Police Officers: Child Sexual Exploitation Action Plan
November 2012	"I thought I was the only one. The only one in the world" The Office of the Children's Commissioner's Inquiry into Child Sexual Exploitation In Gangs and Groups Interim report
March 2013	"If you Shine a Light you will probably find it" Report of a Grass Roots Survey of Health Professionals with Regard to their Experiences in Dealing with Child Sexual Exploitation: Kirtley, National Working Group
June 2013	Home Affairs Select Committee (HASC) 'Child Sexual Exploitation and the response to localised grooming'
September 2013	THE GOVERNMENT RESPONSE TO THE SECOND REPORT FROM THE HOME AFFAIRS COMMITTEE SESSION 2013-14 HC 68 Child sexual exploitation and the response to localised grooming
September 2013	Unheard Voices. The Sexual Exploitation of Asian Girls and Young Women Muslim: Women's Network UK
November 2013	"It's wrong.....but you get used to it" A qualitative study of gang associated sexual violence towards, and exploitation of, young people in England: Office of Children's Commissioner and University of Bedfordshire

Rotherham Practice Review Report

7th Oct 2013

Kay Kelly
Wendy Shepherd

Barnardo's East Region

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Wendy.Shepherd@barnardos.org.uk

Confidential

The report is confidential to both parties as set out in the attached non-disclosure agreement. Any external use by either party can only be agreed by following the obligations of this agreement

1. Background Context

1.1 Introduction

In August 2013 Barnardo's was commissioned by Rotherham Metropolitan Borough Council, as identified in the Rotherham Local Safeguarding Children's Board's Child Sexual Exploitation (CSE) Action Plan 2013 -2016, to undertake an initial high level review of its CSE services, to include the following components:

- **How effective is inter-agency partnership sharing and collaboration?**
- **Is the current service delivery model fit for purpose in terms of staffing, model of delivery and location (based at Maltby Police Station)?**
- **To review the training strategy in relation to key messages for frontline staff, communities, young people and parents/carers to identify models of delivery, both generic and specialist, including e-learning proposals to be implemented.**
- **To review information sharing mechanisms/protocols with a particular focus on sharing 'soft intelligence', including collating and sharing of patterns and trends to inform practice.**
- **To review the current multi-agency risk assessment model (local framework assessment) and how specialist CSE assessments can be located within the same framework.**
- **To assess the effectiveness of Missing From Home contribution to CSE service delivery.**

1.2 Authors

The authors of this report are independent of Rotherham MBC and are current employees of Barnardo's East region.

Kay Kelly is a qualified social worker and youth and community worker who has worked for Barnardo's for 13 years in the field of sexual exploitation. Kay currently manages a voluntary/community sector (VCS) co-located CSE team in Bradford and two CSE spokes in Wakefield and Kirklees.

Wendy Shepherd is a qualified social worker and psychotherapist with over 20 years' experience in the field of child sexual abuse. For the past 15 years she has managed a CSE team in Middlesbrough and developed 5 CSE spokes within Tees Valley and Durham.

2. Methodology

2.1 This report is written based on the gathering of evidence from a desktop review of Rotherham's CSE action plans, policies and procedures and from interviews with key professionals and Council members. The evidence was gathered over a three-day period and included an on-site visit to the CSE specialist co-located team in Maltby, Rotherham, where managerial staff were interviewed. It was not within the scope of this review to interview frontline staff. However the authors feel it would be beneficial for the views of frontline workers across agencies to be included in any further review.

- Desktop review 11th September 2013
- Site visit and interviews 25th September 2013
- Interviews 26th September 2013.

The continuous implementation of the CSE action plan and the response to CSE within Rotherham is still in development and some target dates are still to be met. Thus this report and its findings are based on a “snapshot” of the current position in Rotherham as of September 2013.

2.2 Interviews:

- Rotherham’s Local Safeguarding Children’s Board (LSCB)
- South Yorkshire Police
- Rotherham’s Public Protection Unit (PPU) and the CSE specialist co-located team management
- Health
- Rotherham’s Children’s Social Care
- Integrated Youth Service
- VCS – Safe at Last and Grow services
- Rotherham Council members.

2.3 Desktop review:

- South Yorkshire Runaways Joint Protocol Children Missing From Home or Care 2010
- Rotherham’s Child Sexual Exploitation Strategy Action Plan 2013 -2016

- Rotherham's LSCB Learning and Development Prospectus 2013 - 2104
- Rotherham's Safeguarding Children and Young People From Child Sexual Exploitation Procedures
- Rotherham Voluntary Sector Children and Young People and Families Consortium – CSE Audit 2013
- South Yorkshire Police Policy (DRAFT) 2013.

2.4 Other sources of relevant guidance:

- Association of Chief Police Officers (ACPO) Child Sexual Exploitation Action Plan 2010
- Office of Children's Commissioner
- Department for Education (DfE) National CSE Action Plan 2011
- Working Together 2010
- The All-party Parliamentary Group (APPG) for Runaways and Missing Children and Adults and the APGG for Looked After Children and Care Leavers Report 2012 from the Joint Inquiry into Children Who Go Missing From Care.
- OFSTED Missing Children's report 2013
- Police ACPO Management, Recording and Investigation of Missing Persons Guidance 2013.

3. Initial Observations

3.1 Interagency partnership sharing and collaboration.

3.1.1 It is clear that agencies and Council members in Rotherham are committed to addressing CSE and they are to be commended for their

transparency, openness and honesty through the interview process conducted with the authors of this report. We found positive examples of strategies in place to work within wider multi-agency partnerships including businesses, social landlords and communities. These new strategies will need further coordination and embedding.

3.1.2 We reviewed a number of key documents, policies and procedures (see above) pertaining to CSE and Missing From Home. Good practice examples in relation to this area include:

- A CSE strategy and CSE action plan
- A specialist co-located CSE team
- A robust training strategy targeted at key professionals and frontline staff
- Gold and Silver – strategic and operational CSE groups
- A commitment and ownership of the issue.

3.1.3 Given that the strategy and action plan are still in their infancy we have identified four key **priority** areas that need to be addressed:

- Support for the specialist CSE co-located team in developing its model and identity and in addressing competing demands within different organisational structures
- Media and communication strategy
- Information sharing and intelligence analysis
- Assertive multi-agency intelligence led outreach and “train the trainer” programme

3.1.4 Agreement has been reached to deploy an analyst within the CSE team, which would assist managers to match resources against key priorities, but at the point of this Practice Review, this had not materialised. This in addition to the impact of the Home Affairs Select Committee, media pressure and the threat of inspection has engendered a degree of anxiety within senior managers, which in turn impacts on the CSE delivery team. Feedback from interviews suggested that frontline and managerial staff at times feel over managed and not trusted.

3.2 Operational Delivery Model

3.2.1 The CSE specialist co-located team is developing, with new members recently being integrated into the team (newly-appointed health and VCS workers) and therefore is not yet fully established and embedded. There appear to be significant demands on accountability and data collection from external senior management with regard to the day-to-day running of the co-located specialist CSE team.

3.2.2 Feedback suggests that the demands from external senior management around performance management measures and to cover other areas of child protection that are not CSE-related add to the pressure on the daily management of the CSE specialist co-located team. This in turn affects the team dynamics of the new service, which is in the early stages of developing its identity and embedding its developing knowledge of CSE across Rotherham whilst working under extreme pressure and intense scrutiny both internal and external.

3.2.3 There are also competing pressures from different organisations aims and objectives. For example police are focussed on prosecution, social care focussed on safeguarding and the VCS focussed on engagement and prevention. As is the nature of all developing multi agency teams, work needs to be done to ensure the team have time to fully understand each other's roles and the potential that each partner can bring to the team.

3.2.4 There needs to be some exploration of how these different roles can work together in a supportive and collaborative manner to achieve each organisation's aims and expectations to enable a shared understanding and vision and thus create a strong team identity that is focussed on CSE and not on other competing safeguarding demands. This needs to be discussed and agreed at a senior level with police, health, VCS and social care to ensure that the CSE specialist team can grow and develop its own unique identity allowing for a creative multi-agency approach.

3.2.5 This will require the implementation of regular team development, clinical supervision and staff support for members of the co-located team dealing with child sexual exploitation.

'Placing greater trust and responsibility in skilled frontline professionals to do their jobs'

DfE 2012

Assessment

3.2.6 Two assessment tools are being used. One is the social care core assessment which does not take into account those young people

who do not meet that threshold. An agreed South Yorkshire wide CSE risk assessment tool is being piloted and this needs to be implemented to ensure that young people at medium and low risk are offered services to reduce the likelihood of increased risk. These cases could be referred to external partner agencies for preventative work. (The National Working Group has a good example of a CSE risk assessment.)

'Assessments should be skilled enough to distinguish between the families most in need and the parents who are struggling and just need a bit of help – possibly not from social workers.'

Munro 2011

Training and development

3.2.7 Whilst the CSE specialist co-located team is developing its specialism in direct work with young people who are at greatest risk of sexual exploitation, there is also a need to integrate further the external and available workforce of professionals that could be utilised and trained in identifying, preventing and working with CSE concerns at a low and medium level of risk, whilst ensuring that the overall picture of CSE at all levels is shared with the co-located team, multi-agency partners and Rotherham LSCB.

3.2.8 There is evidence that multi-agency external partnership working is already underway with a clear training strategy in place and recognition that a "train the trainer" programme of work is required alongside a mandatory e-learning strategy on CSE to reach a wider workforce.

3.2.9 This strategy would be enhanced by widening to include **all** faith groups and communities, including Lesbian, Gay, Bi-sexual or Transgender (LGBT), new and emerging migrant communities, small businesses and residential landlords of rented or bed and breakfast accommodation.

Missing for home or care protocols

3.2.9 The South Yorkshire Runaways Joint Protocol Children Missing From Home or Care 2010 procedures need updating in response to:

- The APPG for Runaways and Missing Children and Adults and the APGG for Looked After Children and Care Leavers Report 2012 from the joint inquiry into Children Who go missing from care.
- OFSTED Missing Children's report 2013
- Police ACPO Management, recording and Investigation of Missing persons Guidance 2013.

The Missing From Home service will need to take account of the above new guidance to ensure that a CSE risk assessment takes place and that information is shared with the co-located team to support further intervention and intelligence gathering.

Location and accessibility of co-located team

3.2.10 There were concerns raised in relation to the location of the CSE specialist co-located team which was seen as having limitations regarding distance from Rotherham and accessibility of the building by both team members and other professionals. However, evidence from best practice elsewhere suggests that these fears can be overcome via a commitment to an outreach approach and it was acknowledged by staff that young people are seen at other venues nearer to central Rotherham that were more suited to young people's needs.

3.2.11 Although the team's phone number and email address are publicised so that young people can contact the team direct to agree to meet at a location convenient to the young person, currently all referrals are routed through social care, with no explicit self-referral mechanism. A review of the referral process is recommended in order to increase accessibility of the service.

3.2.12 Service users need to be engaged in the process of embedding the ethos of multi agency working within the co-located team. Enabling accessibility to all will help to break down barriers that are based on stereotypical viewpoints of police, health and social care. Best practice has demonstrated that to engage with young people and families where CSE exists requires a different approach to traditional policing and social work, and a change in some operational processes when considering safeguarding and prosecution issues. This is essential if we are to encourage and engage young people to build up trust in order to share their experience which may or may not result in prosecution; this approach is likely to result in better safeguarding. The development

of a participation strategy with young people and their families involved/ at risk of CSE will support this process.

'Building a system that is focused on the needs, views and experiences of vulnerable children'

Munro Review 2011.

3.3 Media and Communications

3.3.1 From interviews it was apparent that there were frustrations and anxieties regarding the need for an agreed approach by partner agencies in regard to the media and communications. At the time of writing a joint communications strategy was in development.

3.4 Information, Intelligence and Analysis

3.4.1 In order to ensure that child sexual exploitation is robustly identified and challenged it is imperative that a victim, offender, location analysis takes place. This requires the implementation of an information and intelligence sharing pathway that all frontline professionals understand and agree to, and a centralised point to which to send the information and intelligence.

3.4.2 For this to work effectively, it will require a specialist police analyst to be based at Rotherham's CSE specialist co-located team to interrogate and analyse all "soft" and "hard" intelligence received and

to disseminate to staff identifying priority interventions. Intelligence from Rotherham may also assist the wider South Yorkshire Police area in addressing CSE.

3.4.3 This will also require clear staff training in how to complete the National Police 5x5x5 intelligence form and where to send it. The analysis of this intelligence could inform future police operations and/or a co-ordinated assertive outreach into 'hot spot' areas working alongside integrated youth support services, neighbourhood teams and other key community and professional groups, linking back to the CSE specialist co-located team.

3.5 Assertive Outreach with the wider Multi-Agency Partnerships to include Youth Offending Service, Health, Education and VCS youth projects (Agencies that are not co-located)

3.5.1 Rotherham Integrated Youth Support Service (IYSS) have established good links with the Protecting Young People Police Officers (PYPPOs) and are working with young people identifying and reducing vulnerability. IYSS are routinely involved in community, school and assertive outreach into 'hot spot' areas. This assertive outreach model would benefit from being expanded to integrate professionals from other agencies to enable wider:

- Multi-agency targeted assertive outreach
- proactive early intervention and identification and signposting to relevant services

- improved gathering and sharing of data and intelligence, **linking** back to the specialist CSE co-located service
- the development of a “train the trainers” programme to increase professional, business and community reach
- awareness raising to youth and community settings (including **all** faith groups, LGBT and emerging migrant communities)

3.5.2 An awareness and understanding of the coordinated assertive outreach strategy, referral pathways and how to identify and share intelligence and concerns centrally is imperative and needs to include the following health and education professionals

- Genito urinary medicine (GUM)
- Accident & Emergency
- Pharmacies
- GPs
- Substance misuse agencies
- School Nurses
- Child and Adolescent Mental Health Services (CAMHS)
- Teaching staff - schools and colleges.

Business & Communities (Private and Social)

3.5.3 Work has started and training has been offered to Rotherham’s business and local communities. Although the take-up has been low to date, it is crucial that they are involved and therefore a more direct assertive outreach approach where workers visit premises and community groups needs to be considered utilising the ‘*See something, say something*’ campaign targeted at the following:

- Hotels and bed and breakfast accommodation
- Housing and social landlords
- Taxis and public transport links
- Takeaways and food outlets
- Shopping centres and public spaces/conveniences
- Pubs and clubs (including venues popular with the LGBT communities).

3.5.5 The licensing and housing enforcement teams remain key in implementing sanctions and sharing intelligence of venues/business/communities of concern

4. Recommendations

- 4.1 We recommend that all key managers and Council members revisit the vision and strategy to establish if the original intentions are effective and delivering the expected changes.
- 4.2 A clear media and communication strategy be developed that all agencies and key personnel share and work towards.
- 4.3 A named designated manager be identified to manage the day-to-day activities and shape service delivery of the CSE specialist co – located team.
- 4.4 In line with the action plan, the positioning of a police analyst within the co-located CSE team.
- 4.5 The CSE specialist co – located team to undertake monthly team building and clinical supervision in order to assist in the team's development and understanding of various disciplines and to support the relatively new team in bonding together,

- understanding each other's roles and developing a shared model of work in practice to meet the needs of sexually exploited young people.
- 4.6 The implementation of a South Yorkshire wide CSE Risk Assessment tool.
 - 4.7 Development of a participation strategy for young people and their families involved/ at risk of CSE.
 - 4.8 It is recommended that the training strategy be widened and adopt a "train the trainer" approach to include **all** faith groups and communities, including the local business community.
 - 4.9 Annual review of service provision as a way of ensuring that the CSE action plan and CSE strategy are implemented and are effective.



Inspecting policing
in the public interest

South Yorkshire Police's Response to Child Sexual Exploitation

Findings of an inspection commissioned by the
Police and Crime Commissioner

© HMIC 2013

ISBN: 978-1-78246-260-6

www.hmic.gov.uk

Executive summary

In August 2013, the Police and Crime Commissioner (PCC) for South Yorkshire Police commissioned¹ Her Majesty's Inspectorate of Constabulary (HMIC) to provide:

- an independent assessment of the effectiveness and resilience of the current arrangements in place within South Yorkshire Police to protect children from sexual exploitation; and
- recommendations for improvement.

Full terms of reference are attached at Annex A.

Fieldwork was conducted in late September and early October 2013. The inspection methodology is set out at Annex B.

Principal findings

Strengths

The PCC and Chief Constable have stated that the protection of children from sexual exploitation is a top priority for the force. To underline this focus, in early 2013 the PCC decided to increase the number of posts dedicated to tackling this kind of offending; as a result, there are now ten more officers working in this area.² This shows a clear commitment to enhancing the force's response to the sexual exploitation of children.

In addition, the inspection found all the officers and staff working in child protection to be deeply committed to their work. They were conscientious, enthusiastic, and focused upon achieving good outcomes for the children with whom they work.

The force and the PCC have also made considerable efforts to improve South Yorkshire Police's response to victims and potential victims of child sexual exploitation. For instance, they have:

- improved their engagement with other agencies and organisations which have responsibilities in relation to child protection (such as local authorities, child social care and education services, and third-sector organisations such as Barnardo's);
- developed strategies with these partners aimed at preventing children from becoming victims of child sexual exploitation; protecting children at risk of child

¹ Police and crime commissioners can commission HMIC to undertake inspections under section 54(2BA), Police Act 1996.

² The number of officers increased from 11 to 21.

- sexual exploitation; and supporting children in all situations (although these strategies are at varying stages of maturity); and
- created a comprehensive plan to assist in developing the way the force responds to cases of child sexual exploitation, with progress made in many areas of work as a result.

A number of force operations have led to prosecutions and convictions for child sexual exploitation. There are further court cases due in early 2014, which have resulted from operations conducted across the force. Investigations (using staff both from the districts, and from the force's major investigation teams) continue to identify historical cases of child sexual exploitation.

Areas for improvement

Overall, however, HMIC found that these efforts to improve the force's response to child sexual exploitation have had mixed success.

In particular, although staff and officers were aware that tackling child sexual exploitation was a stated force priority, this has not consistently been translated into operational activity on the ground at a local (district) level:³

- many of the staff interviewed for this inspection felt that the emphasis from senior and middle local managers was still more focused on dealing with offences such as burglary and vehicle crime, rather than child sexual exploitation (and both the notices displayed in police stations, and some of the documentation reviewed for this inspection support this perception);
- at a force level, the processes for gathering and analysing intelligence clearly support the major child sexual exploitation investigations, and force units which two years ago would not have contemplated dealing with these kinds of cases are now managing several. However, local resources – including intelligence teams – were not fully supporting child sexual exploitation investigations; and
- staffing structures, resources and the approach to responding to child sexual exploitation have developed independently across the four districts, and vary significantly as a result. This makes it difficult to implement in a consistent way the actions detailed in the force plan to improve the response to this kind of offending.

HMIC therefore recommends that as a matter of urgency the force must put the PCC's strategic priorities into operational delivery on the ground.

In addition, South Yorkshire Police now must audit its response to child sexual exploitation and make sure that it has carried out this evaluation in accordance with the national policing child sexual exploitation action plan.⁴ It must assess whether the changes it is making are having the desired effect (i.e. of improving outcomes for

³ South Yorkshire Police is divided into four territorial districts, each coterminous with a local authority: Sheffield City; Rotherham Metropolitan Borough; Doncaster Metropolitan Borough; and Barnsley Metropolitan Borough.

⁴ *Child Sexual Exploitation Action Plan*, Association of Chief Police Officers, 2012.

children). The force proposed to do so in the summer of 2013; however, at the time of the inspection, the audit had still not been conducted. This means the force is unable to evaluate whether its plans in this area are on track.

In particular, HMIC is concerned that the force is not able to evaluate the quality of its protective work. HMIC's inspectors reviewed a small sample of such cases, and raised concerns with local managers that in some instances investigations led to prosecutions, but there was no record in the case file of the level of support and intervention provided by police and partners to the victim. This makes it impossible for the force to know whether the victim received the best possible service.

HMIC also found that many staff in public protection and children safeguarding specialist units were working in crowded offices, were poorly equipped, and found it difficult to manage their workloads. This situation is adversely disproportionate to the importance the PCC and Chief Constable have placed on this area of policing.

Conclusion

South Yorkshire Police has made considerable efforts to improve its child sexual exploitation response. However, HMIC considers that the force-level focus and commitment to this is not truly and consistently replicated in all districts. While there are pockets of good and effective practice (most notably in Sheffield), the approach taken to tackling this kind of offending varies significantly across the force's four districts.

This situation must not be allowed to continue. It is unarguably of paramount importance that all children in South Yorkshire receive the same high levels of protection, irrespective of the policing districts in which they live.

HMIC has therefore made a number of recommendations (see p.34), and proposes to revisit South Yorkshire Police in spring 2014 to assess the progress and improvements made by the force.

“If only someone had listened”

Office of the Children’s
Commissioner’s Inquiry into
Child Sexual Exploitation
in Gangs and Groups

Final Report

November 2013

Sue Berelowitz, Jenny Clifton,
Carlene Firimin MBE, Dr Sandra Gulyurthu
and Gareth Edwards

Executive summary

Key findings

Despite increased awareness and a heightened state of alert regarding child sexual exploitation children are still slipping through the net and falling prey to sexual predators. Serious gaps remain in the knowledge, practice and services required to tackle this problem. There are pockets of good practice, but much still needs to be done to prevent thousands more children falling victim.

This is the principal finding of *"If only someone had listened" – the Final Report of the Inquiry of the Office of the Children's Commissioner into Child Sexual Exploitation in Gangs and Groups (CSEGG)*.

In many areas the required agencies have only recently started to come together to tackle the issue despite the statutory guidance issued by the Government in 2009. A comparison of Local Safeguarding Children Boards (LSCB) current practice against this guidance indicates that only 6% of LSCBs were meeting the requirements in full, with around one third not even meeting half of them. Substantial gaps remain in the availability of specialist provision for victims of child sexual exploitation (CSE).

This report outlines the urgent steps needed so that children can be effectively made and kept safe – from decision-making at senior levels to the practitioner working with individual child victims – whether a social worker, police officer, health clinician, teacher or anyone else who has contact with children.

Phase 1 of the Inquiry reported that a total of 2,409 children were known to be victims of CSE by gangs and groups. In addition the Inquiry identified 16,500 children and young people as being at risk of CSE.

Many of the known victims had been badly let down by those agencies and services that should have been protecting them. The reality is that children and young people are continuing to fall victim to exploitation. Although there are heightened efforts to address this issue, too many agencies and services are still failing to safeguard children and young people effectively.

We have seen examples, however, of local services who are putting children at the centre of everything they do. In these places there is a coherent and collaborative response to CSE with utmost commitment from the most senior to frontline staff, thereby offering greater protection for children threatened by, or experiencing, sexual exploitation. These examples have informed our view of what needs to be done in those places where children are not being protected and is encapsulated in the Inquiry's new operational and strategic Framework – **See Me, Hear Me**.

Child Sexual Exploitation by Gangs and Groups

In this Inquiry we use the following definitions of gangs and groups.

- **Gangs** are relatively durable, predominantly street-based, social groups of children, young people and, not infrequently, young adults who see themselves, and are seen by others, as affiliates of a discrete, named group who (1) engage in a range of criminal activity and violence; (2) identify or lay claim to territory; (3) have some form of identifying structural feature; and (4) are in conflict with similar groups.

- **Groups** are two or more people of any age, connected through formal or informal associations or networks, including, but not exclusive to, friendship groups.

The Inquiry identified 13 patterns of child sexual exploitation in gangs and groups. These are set out in **Appendix 2** of the report.

Evidence base

The Inquiry gathered an unprecedented evidence base during Phase 2 to inform the findings of this report. We collected a wide range of qualitative and quantitative evidence from children and young people, parents, carers and a variety of professionals and agencies, as well as evaluations of interventions in place. This included 100% response from every LSCB and police force. A full breakdown of the evidence can found in **Appendix 1**.

Report structure

The second phase of this Inquiry sought to explore and identify good practice in addressing child sexual exploitation by gangs and/or groups around which the report is structured.

In ensuring that all children are being safeguarded, we need to first understand **Why are children and young people still slipping through the net?**

Chapter 1 seeks to outline what is and is not working in addressing CSE involving gangs and groups nationally. **Part A: What is going wrong?** describes the failings that are impeding the proper safeguarding of children. In contrast, **Part B: What is working?** describes how some children have been protected. It outlines nine key foundations for good practice.

Chapter 2: Getting it right: The Framework for action, builds on this evidence and outlines the overarching Framework (**See Me, Hear Me**) that is needed to ensure coherent and collaborative working between the various agencies and services involved in tackling CSE.

Chapter 3 closes the report by laying out **conclusions, recommendations and next steps**.

Inquiry findings

Chapter 1: The National Response to Child Sexual Exploitation

Part A: Why are children slipping through the net: what is going wrong?

‘They talked about me like I wasn’t even there. They were very harsh.’

The Inquiry identified nine significant **failings** in the current response to tackle and address child sexual exploitation.

Many agencies are **forgetting the child**. Children who are at high risk of CSE, or already victims, are often simply ignored or discounted. They are often invisible – not seen or heard. Whilst 98% of LSCBs told the Inquiry that CSE is a strategic priority, almost half were unable to tell us how many victims had been identified during 2012 in their local area. During site visits we also continued to hear references to children ‘putting themselves at risk’, rather than the perpetrators being the risk to children.

Services are **failing to engage** with children and young people. There was a lack of awareness and understanding from some professionals and agencies on how to engage with children and young people. This was identified in 61% of (call for evidence) submissions from the voluntary sector. Specialist organisations, particularly working with minority groups and gender-specific organisations, highlighted that often statutory services have a poor understanding of the children and young people with whom they work and their specific needs. The Inquiry uncovered a significant difference between children and young people’s views of their needs and what would help them, and professionals understanding of what would help. This has contributed to children and young people slipping through the net.

There is a **lack of leadership** amongst some of the most senior decision makers at local level, who are failing to grasp the gravity of CSE, commit resources and coordinate multi-agency responses. At both a national and local level it is also unclear whether CSE is being seen as predominantly a child protection issue or a crime and disorder issue.

We uncovered limited or **no strategic planning** in some LSCBs in relation to CSE. Almost half of all LSCBs do not have a strategy in place to tackle child sexual exploitation. An absence of strategy can result in differing approaches and an uncoordinated response across agencies.

Too many people who should be protecting children are **in denial** about the realities of CSE and therefore do not believe what children may tell them. One young person told us, ‘*They made me feel like it was my fault.*’

Professionals are **failing to recognise** victims. There are still pervasive and damaging myths about the profiles of both victims and perpetrators with the result that many different patterns of sexual exploitation are being ignored and the victims not being protected. Of the 323 gangs believed to currently be active in England and identified by police forces, only 16 have been associated with CSE. There has also been limited ‘problem-profiling’ (obtaining a detailed picture) of the scale and nature of CSE in local areas with only 35% of LSCBs having undertaken activity in this area.

Too many areas are still **working in isolation** to tackle CSE. Almost a third of LSCBs (comprising several agencies and services) have no plans to appoint a child sexual exploitation coordinator. Nearly half of all CSE sub-groups have no specific representative from sexual health services. Information sharing remains an issue with some agencies holding information on sexual exploitation that is not also held by or shared with the police, children’s services and others. Although some agencies do engage in collaborative or partnership work, they are still not all communicating effectively.

A **delayed response** to CSE continues to hamper the development and improvement of practice to tackle CSE. Only two police forces have sought to ‘map’ (locate and log the connections of) girls and young women associated with street gangs despite recommendations made in the Interim Report.

Results are not being monitored. Statutory agencies are failing to check whether their actions are working and there is no common agreement between them as to what they are trying to achieve.

It is essential that these factors are urgently addressed to ensure child victims are not missed.

Part B: How some children and young people have been protected: what is working?

"The team and everything they did. It's more the fact that they got to know us. Not force it out of us but they got to know us. Built that relationship and um... obviously when we felt we could trust them, we bring it out and told them what is going on. It's better than the fact that "oh. I just met you. Tell me what is going on." It was building that relationship that was nice.'

Having identified the failings, the Inquiry has also identified nine essential foundations of effective practice for safeguarding children and young people from sexual exploitation based on the evidence collected.

In all examples of good practice there was a **focus on the child**. Children and young people were clearly visible to those responsible for protecting them. These services sought to ensure that those at risk or who are victims are the primary focus of professionals and agencies at all times. They identified that providing support for a child who has been sexually exploited should not be seen as a quick fix. Professionals and agencies need to be mindful of children and young people's individual needs and equalities.

Gaining a child's confidence was found to be important to enable the children and young people to be equipped with the knowledge to recognise what is abuse, and feel supported to be able to tell someone about it. 52% of voluntary sector call for evidence submissions highlighted the importance of building positive relationships and trust when working with children and young people.

Conditions need to be created in school, the home and socially to support this process.

Effective **leadership** was instrumental in developing good practice. The good leaders we observed demonstrated and modelled their commitment to tackling child sexual exploitation and this translated into effective practice. In areas where we observed poor leadership, professionals lack a sense of direction as they carry out their work, and the likelihood of good governance, accountability and quality assurance was diminished.

Strategic planning was identified by the professionals we spoke to as being central to effective practice. 91% of LSCBs have a CSE sub-group in place or underway. In the areas where we observed best practice, they had a clear strategy in place. Some of the most effective strategies extended from prevention through to protection and included on-going support for victims and enforcement.

Everyone on alert – 78% of LSCBs have delivered awareness-raising activity programmes for professionals locally. We found that victims and children or young people at risk of CSE were more likely to be identified and be provided the right support when professionals, families, communities and local businesses were informed about CSE and understood the impact that it can have.

Spotting the warning signs – 70% of health agencies which responded to the dataset indicated that they had circulated the risk indicators/warning signs published in the Inquiry's Interim Report and a further 17% were planning to do so. Distributing and understanding these warning signs can improve the likelihood children and young people who are at risk or victims of CSE will be recognised without placing the onus on victims to tell their story.

Joined-up working improved identification and enabled all-encompassing child-centred practice. Evidence to the Inquiry conclusively shows that no single agency acting in isolation can adequately respond to child sexual exploitation. In areas where we observed joined-up working, there were higher levels of identification of victims and a more comprehensive approach to addressing the needs of the children and young people.

Early identification and **pre-emptive action** leads to the breaking-up of networks that exploit children. This is a far more effective approach than waiting until a child reveals that he or she is being exploited and avoids further exploitation and abuse.

Effective pre-emptive action was observed in agencies that combine all their data, intelligence, experience and know-how into a strategic plan for action. Pre-emptive action also included proactive prevention. This was particularly observed in schools-based programmes on the risks of CSE. These helped to educate children and young people to use the internet safely, address the very worrying attitudes that many boys have towards girls and make sure young people know where to turn for help.

Scrutiny and oversight was found to be essential to ensure that the intended outcomes are being achieved.

Are we really seeing, hearing and understanding the victims and are we truly acting in their best interests? Those are the questions that need to be asked at every stage. These questions are set out in the **See Me, Hear Me** Framework in Chapter 2.

Everyone involved – from service heads setting the strategic agenda to those handling cases day-in, day-out – needs to know what is required of them to make the system work.

Chapter 2: Getting it right – the Framework for action

This Inquiry found that no single agency can respond alone or on a case-by-case basis to child sexual exploitation by gangs or groups. A coherent local and national response to child sexual exploitation needs to cover the entire range of agencies and services that are involved in the protection and safety of children and young people, at both a strategic and operational level.

It is against this background that we have developed the **See Me, Hear Me** Framework which provides a child-centred approach for protecting children. This Framework focuses on:

- preventing the sexual exploitation of children
- identifying, protecting and supporting the victims
- disrupting and stopping perpetrators, securing justice for victims and obtaining convictions.

See Me, Hear Me ensures that children and young people who are victims of CSE or at risk of becoming victims, are seen, heard, supported and understood. It is about making the child visible. It has been developed with the assistance of a group of young people who have been victims of sexual exploitation and representatives from key agencies working in the field. It draws extensively on evidence of effective practice examined by the Inquiry.

The Framework sets out the agencies, networks and stage-by-stage coordination of what is needed to enable effective practice and to ensure joined-up working – from the top strategic level down to

the on-the-ground handling of cases with victims and perpetrators. This joined-up approach reflects all messages in *Working Together guidance on CSE* (DSCF, 2009) and all the major child abuse enquiries. It is underpinned by seven firm principles of effective practice.

Principles of effective practice

Evidence to the Inquiry demonstrated that a strategic and operational framework would struggle to be effective if it were not founded upon seven principles set out below. These are predicated on Articles 3, 12, 19, 24, 34 and 39 of the United Nations Convention on the Rights of the Child (UNCRC). Fulfilling the principles will ensure that children's rights under the UNCRC are honoured.

1. The child's best interests must be the top priority

The best interests of children and young people and their rights to protection must drive all decision making. The paramountcy principle (Children Act 1989) must be adhered to where applicable and children's rights under UNCRC Article 3 fully honoured.

2. Participation of children and young people

Services need to involve children and young people when decisions are being made about their care, protection and on-going support and be kept informed on any issues that affect them throughout. Professionals must be mindful of children and young people's needs and equalities. Their UNCRC Article 12 rights must be honoured.

3. Enduring relationships and support

Support must be tailored to meet the needs of the child, according to their age, identity, ethnicity, belief, sexual orientation, disability, language, and stage of development. Children and young people have told us that a consistent person who sticks with them throughout the whole period of their protection and on-going care is crucial to their recovery.

4. Comprehensive problem-profiling

It is critical that agencies regularly problem-profile their local area to analyse and understand all the patterns of exploitation to which children and young people are subjected to. A comprehensive problem-profile needs to be compiled with the oversight of the LSCB and should be shared across all key partners to inform the development of a multi-agency strategy and action plans, the commissioning of services and the delivery of training and awareness-raising activity to support local professionals.

5. Effective information-sharing within and between agencies

Every area should have a cross sector information-sharing protocol which is predicated on the best interests and safeguarding of children and young people. All relevant agencies and services should be signatories and it should clearly state what information should be shared, by whom and the process for doing this.

6. Supervision, support and training of staff

Services should invest in the development and support of staff including providing regular supervision and the opportunities for them to reflect on practice. Those professionals who offer direct support to sexually exploited children and young people might require further intensive training and must have regular opportunities to reflect on their practice with a skilled consultant or supervisor.

7. Evaluation and review

Evaluations and regular reviews of the effectiveness of the CSE strategy is necessary to ensure services and interventions are achieving their intended outcomes and meeting the child and young person's needs. Children and young people must be directly involved in this process in compliance with Article 12 of the UNCRC. This will ensure that performance is driven continuously by a cycle that leads to improvement.

These principles need to be in place to ensure children and young people are seen, heard and made safe.

The **See Me, Hear Me** Framework also details three sets of simple and essential questions under the headings:

1. **Voice of the Child** – brings the voice and experiences of victims of CSE and those at risk to the fore. These questions were compiled and quality assured by a group of young people who have been victims of sexual exploitation. They were emphatic that protection and support can only be effective when these questions are addressed.
2. **Voice of the Professional** – attends to the anxieties staff may have and highlights the questions which agencies must ask if they are to meet their responsibilities to care for and support their staff.
3. **Protecting the Child** – details some of the questions which agencies need to satisfactorily answer in order to fulfil their statutory responsibilities for keeping all children safe.

The questions have been developed to guide planning and decision making regarding the rights, welfare and protection children and young people who have been victims of CSE.

Finally, the **See Me, Hear Me** Framework outlines the functions and processes required to form a holistic response to sexual exploitation at a local level. The functions and processes are framed within the suggested structure within which the **See Me, Hear Me** Framework could be implemented. This ranges from accountability and strategic coordination to an end to end approach to intervention and service delivery at the ground level.

None of this will work without the commitment of leaders in every relevant agency who are held to account for the implementation of the local CSE strategy and the protection of individual children and young people.

This way of working now needs to become standard practice. Some agencies are already delivering a good service – all now need to do that.

Recommendations

1. The Department for Education should review and where necessary, revise the *Working Together guidance on CSE* (DCSF, 2009). This should include a review of the definition of CSE.
2. Every Local Safeguarding Children Board should take all necessary steps to ensure they are fully compliant with the *Working Together guidance on CSE* (DCSF, 2009).
3. Every Local Safeguarding Children Board should review their strategic and operational plans and procedures against the seven principles, nine foundations and the **See Me, Hear Me Framework** in this report, ensuring they are meeting their obligations to children and young people and the professionals who work with them. Gaps should be identified and plans developed for delivering effective practice in accordance with the evidence. The effectiveness of plans, procedures and practice should be subject to an on-going evaluation and review cycle.
4. There need to be nationally and locally agreed information-sharing protocols that specify 'every agencies' and professional's responsibilities and duties for sharing information about children who are or may be in need of protection. At the national level, this should be lead and coordinated by the Home Office through the Sexual Violence against Children and Vulnerable People National Group. At the local level, this must be led by LSCBs. All member agencies at both levels must be signatories and compliance rigorously monitored.
5. Problem-profiling of victims, offenders, gangs, gang-associated girls, high risk businesses and neighbourhoods and other relevant factors must take place at both national and local levels. The Home Office, through the Sexual Violence against Children and Vulnerable People National Group, should lead and coordinate the development of a national profile. Local Safeguarding Children Boards should do the equivalent at the local level.
6. Every local authority must ensure that its Joint Strategic Needs Assessment includes evidence about the prevalence of CSE, identification and needs of high risk groups, local gangs, their membership and associated females. This should determine commissioning decisions and priorities.
7. Relationships and sex education must be provided by trained practitioners in every educational setting for all children and young people. This must be part of a holistic/whole-school approach to child protection that includes internet safety and all forms of bullying and harassment and the getting and giving of consent.
8. Through the Sexual Violence against Children and Vulnerable People National Group, the Government should undertake a review of the various initiatives being funded by the Home Office, Department for Education, Department of Health and any others as relevant, in order to ensure services are not duplicated and that programmes are complementary, coordinated and adequately funded. All initiatives should be cross-checked to ensure that they are effectively linked into child protection procedures and local safeguarding arrangements.